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EIGHTH ANNUAL REPORT

OF THE

Unemployment Compensation Commission

OF NEW JERSEY

Calendar Year 1944

Trenton, New Jersey, January, 1945

STATUS OF EMPLOYMENT SERVICE DIVISION

Under the provisions of Chapter 386, Laws of 1941, the Employment Service Division of the Unemployment Compensation Commission of New Jersey, with all its records, facilities, personnel and equipment, including thirty-five local offices throughout the State and the Administrative Offices of the Employment Service Division, were made available to the United States Employment Service on January 1, 1942. The Act specifies that it shall continue in force "only during the present emergency or until the Legislature shall otherwise ordain."

Under date of September 17, 1942, all of the Employment Service facilities in the State of New Jersey, as well as in other States, were assigned by the President of the United States to the jurisdiction of the War Manpower Commission.

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ADMINISTRATIVE PERSONNEL
UNEMPLOYMENT COMPENSATION COMMISSION OF NEW JERSEY

ERNEST EGER, *Chairman*

JOHN J. TOOHEY, *Vice Chairman*	VINCENT J. MURPHY
CHARLES ENGELHARD	MRS. MARY G. ROEBLING
J. ALBERT HOMAN	A. CREW SCHIELKE

---

*Acting Executive Director, FRANK T. JUDGE

Chief Counsel, CHARLES A. MALLOY

†Acting Secretary to the Commission, DEAN H. ASHTON

Chiefs of Staff and Operating Bureaus

Legal Services, CHARLES A. MALLOY
Office Services, WILLIAM S. LUTZ
Contributors' Service, WILLIAM F. DITTIG
Accounts, JEAN A. CHIANESE
Benefits, EDWARD J. HALL
Audits and Field Service, I. BERNARD HARKAVY
Research and Statistics, CHARLES L. KOFKE
†Public Relations, DEAN H. ASHTON

Board of Review

‡MRS. ISABELLE M. SUMMERS, Chairman; **GEORGE J. MILLER, Secretary, and M. METZ COHN; CLARENCE MCGOVERN, Counsel to the Board of Review.

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* Harold G. Hoffman, Executive Director, on military leave since July 1, 1942.

† William S. Conklin, Secretary to the Commission and Chief of Bureau of Public Relations, on military leave since June 17, 1943.

‡ Mrs. Summers was elected chairman of the Board of Review, serving during the absence of Franklin M. Ritchie, on military leave since June 17, 1943.

** Mr. Miller was appointed to the Board of Review on October 5, 1944, to fill a vacancy due to absence of Mr. Ritchie.

LETTERS OF TRANSMITTAL

STATE OF NEW JERSEY
UNEMPLOYMENT COMPENSATION COMMISSION
TRENTON, NEW JERSEY

January 31, 1945.

Honorable Walter E. Edge, Governor of New Jersey, State House, Trenton, New Jersey:

DEAR GOVERNOR:

In behalf of the members of the Unemployment Compensation Commission of New Jersey, I am pleased to present herewith the Eighth Annual Report covering the calendar year 1944. Provision for the preparation of such a report and its delivery to Your Excellency not later than the first day of February is contained in Section 43:21–11(a) of the Revised Statutes.

This Commission is fully cognizant of your deep interest in the Unemployment Compensation program in New Jersey and the status of its Federal relations. This, together with your espousal of expansion of coverage and increased benefits, should be gratifying to both the employers and workers of our State to whom this program is of such direct interest.

I wish to pledge to you the fullest co-operation on the part of this Commission and its entire staff in implementing any changes that take place in the Unemployment Compensation Law and in carrying forward the program so it may have maximum effectiveness in the reconversion period and the years that follow.

With kind personal regards, I am

Respectfully yours,

(Signed) ERNEST EGER,
Chairman.

STATE OF NEW JERSEY
UNEMPLOYMENT COMPENSATION COMMISSION
TRENTON, NEW JERSEY

January 29, 1945.

Honorable Ernest Eger, Chairman, Unemployment Compensation Commission, Trenton, New Jersey:

DEAR CHAIRMAN:

I submit herewith the Eighth Annual Report covering the administration and operation of the Unemployment Compensation Law for the calendar year 1944. As you know, this is for the purpose of transmittal to His Excellency, the Governor of New Jersey, in compliance with Section 43:21–11(a) of the Revised Statutes.

Present indications point to a year in which the Commission and its staff will be called upon to face new responsibilities. As to the status of our Fund, an analysis shows that under the estimated post-war impact, it is one of the strongest in the nation. We welcome the opportunity to demonstrate the effective role that the present State system of unemployment compensation can play despite changing economic conditions.

Respectfully yours,

(Signed) FRANK T. JUDGE,
Acting Executive Director.

PART I

SUMMARY

January 29, 1945.

To His Excellency, the Governor of New Jersey:

Activities of the Unemployment Compensation program in New Jersey for the calendar year 1944 were highlighted as follows:

1. Against a background of war production, the Unemployment Trust Fund showed a reserve of $393,452,979.76 as of December 31, 1944, against a total of $308,026,821.30 on December 31, 1943.

2. Benefit payments were the lowest since the inauguration of the program, totaling $3,983,523.76 in 1944, against $5,247,157.99 in 1943, and $17,878,244.74 in 1942, the highest yearly total of benefit disbursements on record in this State.

3. Emphasis on the above two factors, as well as upon the role which the program will be called upon to play in the post-war period, was reflected in Your Excellency's message of January 9, 1945 to the Legislature, wherein liberalization of benefits and the broadening of coverage were recommended as steps to be taken without delay.

4. Administrative grants from Federal sources were sharply reduced again in 1944, and a continuation of this situation may have serious consequences in the months to come.

5. Linked with item 4 above, the battle for nationalization went forward with unabated vigor, and the present Congress has been directed to give the matter attention in the President's latest budget message.

6. The intention of the Federal government to return the Employment Service activities to the States was impugned in the President's budget message, recommending that these activities be nationalized on a permanent basis by appropriate Federal legislation.

7. In pursuance of authorization contained in Ch. 232, P. L. 1944, the Commission has made its personnel and facilities available in administrating Title V of the Federal Servicemen's Readjustment Act of 1944 (Public Law 346, 78th Congress), allowances in the sum of $178,508 being paid out of Federal funds to qualifying veterans from September 14 to the end of the year.

New Jersey Industry and the Covered Labor Force During 1944

Probably no State in the nation produced such a wide variety of critical war goods as did New Jersey during 1944. Although the peak, in terms of jobs, of war production employment was reached in August, 1943, improved utilization of labor and technical progress lifted production levels to unprecedented peaks during the second quarter of 1944. It is well known, of course, that New Jersey ranks high in the production of ships and boats of all types, aircraft engines, instruments and finished planes and an almost inconceivable variety of electrical goods, but not so well known, is the fact that New Jersey is one of the outstanding producers of war goods such as:

Heavy auto truck assemblies and motors
Smokeless powder and other explosives
Light and heavy artillery components
Surgical instruments and supplies
Roller and special type bearings
Heavy caliber naval ammunition
High octane aviation gasoline
Optical fire control equipment
Naval and aviation rubber hose
Submarine nets and ship cables
Ship boilers, turbines and pumps
Plastics, paints and varnishes
Zinc, manganese and iron ore
Industrial gold and platinum
Water purification equipment
Submarine and torpedo parts
Penicillin and sulfa drugs
Army and Navy clothing
Copper and its alloys
Aluminum and products
Radar sets and parts
Insect repellants
Rockets and parts
Parachutes and life rafts
Synthetic rubber
Camouflage nets
Glycerine
Glass
Canvas goods
Gun mounts and carriages

During the year, the covered labor force declined progressively in the face of an increasing demand for more labor. This phenomenon was brought about by:

1. Selective Service withdrawals.
2. Withdrawals of provisional workers from the labor force.
3. Retirements postponed during 1942 and 1943.
4. Out-of-State residents attracted back to work in their home States.

The transfer of regular New Jersey war workers to peacetime jobs was definitely *not* one of the factors which caused losses to the war labor force in this State. This is proved by the fact that Unemployment Compensation records show that non-essential manufacturing and non-manufacturing fields in general *also* showed a substantial decrease in jobs throughout the year. There was a net loss of 66,600 in all covered jobs, representing a decrease from the 1,286,662 total of December, 1943, to an estimated total of 1,220,000 for December, 1944.

In spite of this general shrinkage of the labor force, production, gauging by wages earned, appears to have been maintained at high levels. Reports so far received for periods of 1944 indicate that the total covered payroll for the year will reach an all-time high. Total wages for 1944 are estimated at $3,270,000,000, while total wages for 1943 were $3,130,566,363.

Some of this increase reflects increases in wage rates granted in the first six months of the year. The improvement in the skills of workers and in production processes offset, to a large degree, the recession in jobs.

Estimates made during the year showed that almost 84 percent. of all manufacturing in the State was devoted to the production of war goods. These estimates, based upon records for the second quarter of the year, gave 612,000 jobs in heavy war production such as aircraft, shipbuilding, iron and steel, chemicals, etc., and about 150,000 jobs in lighter manufacturing fields, a total of 762,000. This is approximately 84 percent. of the 910,000 jobs in all manufacturing in covered employment which, in turn, accounts for about 95 percent. of all manufacturing in the State. A breakdown of the number of jobs in the various types of manufacturing follows:

Electrical Goods and Electrical Machinery	145,000
Iron and Steel, Ordnance, etc.	143,000
Shipbuilding and Ship Repair	105,000
Aircraft, Engines and Parts	100,000
Chemicals, Paints and Explosives	76,000
Non-Ferrous Metals and Products	32,000
Automobiles, Parts and Equipment	11,000
Other Miscellaneous War Production	150,000
Total	762,000

In the foregoing, activities in arsenals, forts and supply depots are excluded. Including them, it is estimated that as many as 1,000,000 persons, or more than half of the entire labor force, are engaged in the war effort in this State.

Contributions and the Fund

Workers as well as employers paid contributions to build up the Unemployment Compensation Trust Fund in 1944. Workers' contributions were one percent on the first $3,000 of wages received from one or more employers, while employers contributed at rates of 0.9, 1.8, 2.7 or 3.6 percent, in accordance with the "experience-rating" provisions of the Law.

The effective or over-all employers' rate for the entire State was 1.85 percent, as compared with a rate of 1.87 percent during 1943. While this rate was slightly lower, no loss in income resulted because of higher payrolls. In 1943, the income was $79,200,000. In 1944, the income (Fourth Quarter estimated) was $81,000,000, representing $53,000,000 in employers' contributions and $28,000,000 in workers' contributions. With benefit payments at a low mark, the Trust Fund was considerably strengthened during the year and presents a bulwark able to withstand a benefit attack greater than heretofore anticipated.

The New Jersey Unemployment Compensation Trust Fund as of December 31, 1944 totaled $393,452,979.76, in comparison with a total of $308,026,821.30 at the end of 1943.

The Unemployment Compensation Commission of New Jersey is required to deposit all moneys received with the Secretary of the Treasury of the United States. A separate book account is maintained in the U. S. Treasury covering all funds deposited by New Jersey, and they cannot be withdrawn except for payment of unemployment benefits in New Jersey. The Social Security Act specifies that the Secretary of the Treasury shall invest such portion of the Fund as is not, in his judgment, required to meet current withdrawals; these investments may be made only in interest-bearing obligations of the United States or in obligations guaranteed as to both principal and interest by the United States. Generally, the investments consist of one-year renewable obligations, known as Treasury Certificates, redeemable at the pleasure of the United States Treasury, and in War Bonds. However, the deposits made by all the States in their respective Unemployment Trust Funds in the United States Treasury are invested as a single fund, and interest earned by the entire amount is shared proportionately and credited to each State's account quarterly. During 1944, the Federal Treasury investment interest credited to the New Jersey Unemployment Compensation Trust Fund amounted to $6,185,817. The total interest credited, including the 1944 credits, is $25,183,943.46.

Benefit Payments

Benefit payments for the year dropped to an unprecedented low of $3,983,523.76. The trend in benefit disbursements is shown in the following table:

1939	$14,910,745.23
1940	15,985,503.33
1941	15,219,584.71
1942	17,878,244.74
1943	5,247,157.99
1944	3,983,523.76

The question has been raised why benefit payments of approximately $4,000,000 should be necessary in times of acute labor shortages. Studies have shown that even under such conditions a certain degree of unemployment is inevitable. The very urgency of the war production effort causes unemployment by over-speeding, first on one item and then on another, resulting in an excess of some quotas, and in layoffs. Furthermore, many provisional employees in the war effort have found their initial contacts unsuitable and have been forced to seek other work. While demand for the able-bodied type has not been satisfied, a surplus has developed with respect to jobs not vital to the war effort. Disemployment caused by operation of any of the foregoing factors must be compensated when eligibility is established.

Proposed Changes in the Law

This Commission has noted with interest the recommendations that have been made by Your Excellency to change and modify the Unemployment Compensation Law and has been pleased to co-operate with the Commission on Post-War Economic Welfare, which has been giving its attention to the subject. The Agency has made available information and technical advice to the Economic Welfare Commission in its labors.

Prior to the completion and presentation of this report, Your Excellency has delivered your Annual Message to the Legislature. This Commission can only applaud the recommendations therein covering this subject matter. It also wants to convey the assurance that, when Your Excellency's recommendations are implemented into law by the extension of coverage and by the inclusion of maritime workers, it will be ready to assume and discharge any increased administrative burden or responsibility that may be imposed. Your Excellency's appreciation of, and emphasis upon, the role which the unemployment compensation program is to play in the future economy of our State is quite reassuring.

If coverage is extended to employers of four or more, it is estimated that there will be an additional inclusion of 15,000 employers and 60,000 workers. In the event that coverage is extended to a one-or-more basis, it is estimated that these figures will change to 72,500 employers and 207,000 workers, respectively.

The New Jersey Law as written covers a segment of maritime activities. Your Excellency is perfectly logical in insisting that the Law cut the full figure. This can be accomplished in part by eliminating the provision excepting services performed by officers and members of crews on the navigable waters of the United States. It is well recognized, however, that maritime employment poses questions of eligibility and availability for work, as well as suitability of work, quite different from that of other fields of employment. The problems of disqualification for benefits, by reason of the operation of the Maritime Code, may also call for a differentiation of treatment. While the New Jersey Law as originally written did not contemplate the coverage of all maritime workers, there is no reason to conclude that an equitable working formula cannot be erected and implemented at the State level.

The reports and statistics supplied by this Commission to the Economic Welfare Commission fully warrant the recommendation by Your Excellency that there be a liberalization of the benefit formula. This Commission feels that Your Excellency is on solid ground in making such a recommendation at this time and before we are brought face to face with the uncertainties and complexities of post-war conditions. Employees can go forward with the secure knowledge that their basic needs will be provided for until such time as they are able to attach themselves to suitable work.

Proposals were submitted to the 1944 Legislature to create a sickness-benefit program and, in all likelihood, similar suggestions will be presented this year. This Commission, mindful of its obligation under its Law to study and advise with respect to such matters, has concluded that such a program should be canvassed from every standpoint and in all of its implications and that no legislation be hastily enacted. In the Unemployment Compensation Law the Legislature provided for a three-year accumulation of funds before it authorized the payment of benefits. Time and experience have proved this to be a very wise provision. It is recommended that an accumulation provision be given due consideration in any legislation erecting a sickness-benefit program.

Operating Costs and Budget

A serious threat to the administration of unemployment compensation in New Jersey is brought about by the fact that the grant of funds by the Federal Government for the fiscal year beginning July 1, 1944, and ending June 30, 1945, is insufficient to carry the Commission through the period.

The State of New Jersey spends no money on the administration of the Unemployment Compensation Law. Funds for administration are received solely from the Social Security Board, which in turn receives its appropriations from the Congress of the United States.

The Social Security Board has been distributing the grants to the States on the basis of a working formula which was developed out of nation-wide experience. This formula gives no consideration to effectiveness of operations, but is based on the historical average unit time for personal services of all States or of a group of States having varying differences in State characteristics.

There is obviously considerable discrepancy in the time and cost data reported by the various State unemployment compensation agencies. The unit of measurement for administrative and staff personal services is open to serious question as well as other factors used as the unit of measurement for administrative funds.

A number of States have disagreed with the application of this working formula. The same yardstick is applied to all States, regardless of disparities in laws, industries and population which render the problems of administration more difficult in some States than in others. During the past four years, New Jersey's grants have been reduced from period to period. This Commission has protested the application of the formula to New Jersey, on the ground that our particular problems—geographic, economic, and administrative—made its use here unfair and restrictive. The Official Guide of the Social Security Board concerning fiscal and budgetary requirements indicates, among other things, that the States are responsible for administration and that the amount determined necessary for proper administration by the Board is subjective, since the budget formula is to be used only as a guide and not as a specific determinant. The Guide further indicates that:

> "Where the State request is above the ceiling and in the opinion of the State such an amount is required because provisions of the law or administrative circumstances make the State not comparable with other States, the Bureau's representative may recommend an amount above the ceiling pending study with the State to determine:
>
> (1) whether such noncomparability does exist, and
>
> (2) how much above the allowance computed from the average of State experience may be necessary because of such noncomparable factors."

In line with this policy of the Social Security Board, in the early part of 1944, this Commission induced the Bureau of Employment Security to send its technicians in to study our administrative problems. As a result of this technical survey, the Bureau of Employment Security agreed that some extra allowance should be made to New Jersey over and above the grants produced by the working formula. As a result of this survey, we were granted additional funds, which brought our grants for the fiscal year ending June 30, 1944, up to $1,587,000.

After a pre-budget conference in May, 1944, with Bureau of Employment Security representatives, one of whom directed the survey, these representatives concluded that a grant of $1,530,000 was necessary for the fiscal year beginning July 1, 1944, and ending June 30, 1945, this amount being $151,000 less than our budget request and approximately $57,000 under the previous year's expenditures. Just about this time, the Social Security Board's request for $34,000,000 for unemployment compensation administration went to the Director of the Budget. This $34,-

000,000 request was comparable to actual expenditures by unemployment compensation agencies during the previous fiscal year. The Director of the Budget cut the request to $31,000,000, and when the appropriation emerged from Congress, it had been cut to $29,000,000. This reflects a $5,000,000 cut from the Social Security Board request.

The following paragraph from the Congressional Appropriation Committee Report in connection with the $29,000,000 appropriation is noteworthy:

> "The Conferees recognize it is particularly difficult, at this time, to estimate the necessary costs of State administrative agencies for the coming fiscal year. Victory in Europe will doubtless result in a substantial cut-back in our war production. An unprecedented volume of unemployment compensation claims may result during reconversion of war industries to civilian production. Obviously, State agencies should make reasonable preparations for this contingency. *In view of the many uncertainties it is expected that the Board will make grants to the States in such a manner as not to impair the efficiency of the present operations of State unemployment compensation agencies nor to preclude these agencies from making reasonable preparations to meet impending developments.*"*

It would appear from a reading of this paragraph that it was the intent of the Appropriation Committee that the Social Security Board should make grants to the States in such a manner as not to impair the efficiency of their present operations or delay reasonable preparations to meet impending developments, at the same time leaving the door open for deficiency appropriation requests. This is supported by the telegram this Agency received from the Bureau of Employment Security, Social Security Board, on June 29, which read as follows:

> "Social Security Board has approved budgets totaling $29,000,000 for unemployment compensation administration exclusive of services to United States Employment Service. To afford each State maximum flexibility in adminisrative funds for coming fiscal year Board is approving at this time total annual budget for each State and will permit quarterly withdrawals against such budget as deemed necessary by each State. Revised budget for New Jersey for unemployment compensation administration only based upon your relation to ceiling and other factors is $1,293,037. Detailed letter of explana-

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* Italics provided by this Agency.

> tion will follow. *Will you wire Washington immediately amount you need for the first quarter for unemployment compensation administration only* to which we will add amount necessary for United States Employment Service requirements."*

The established practice of the Social Security Board has been to allow the States to draw only one-fourth of the annual grant for each three-month period. The fact that the Social Security Board, in a distinct departure from established policy, allowed the States to draw more than one-quarter of the annual grant for each of the first three quarters of this fiscal year seemed to support the general feeling that the over-all amount appropriated by Congress was not sufficient for the administration at the State levels and that deficiency appropriations might be granted if requested by the Social Security Board.

As indicated, New Jersey's grant was reduced from $1,530,000 to $1,293,000. This Commission immediately advised the Social Security Board that the amount granted would not be sufficient to insure administration throughout the fiscal year.

Some States whose appropriations were reduced less than others are managing to operate within the grants by reducing or eliminating vital services. Several States laid off their entire field auditing staffs. Others discontinued the filing of wage reports, and still others piled up back-logs by discontinuing various functions. This Commission felt that an elimination of any of our vital functions would mean a loss to the Fund, delay the payment of benefit claims, and result in a type of administration not in keeping with the investment the 20,000 subject employers and more than 1,200,000 workers of New Jersey have in our Fund.

The Federal Unemployment or Excise Tax was imposed upon employers of eight or more to provide funds to cover administration of the unemployment compensation system. New Jersey employers, in paying from five to six millions of dollars annually in such taxes under present conditions certainly have the right to demand the return from the Federal Government of sufficient grants to insure proper and efficient administration of the unemployment compensation program in accordance with the mandate of the New Jersey Unemployment Compensation Law.

Relying on the indications in the aforementioned telegram from the Social Security Board, we requested a grant in the amount of $420,000 for the first quarter of the fiscal year. This represented approximately one-fourth of our budget request and a little less than one-third of the total annual grant. Many other States did likewise, the general assumption being that a deficiency appropriation request would be made by the Social Security Board later in the fiscal year.

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* Italics provided by this Agency.

At the Interstate Conference of Employment Security Agencies held in Texas in October, 1944, Mr. Frank T. Judge, Acting Executive Director of this Commission, brought up for discussion the matter of administrative grants, and it developed that many States were in the same situation as New Jersey. Following the Texas conference, the Interstate Conference appointed a Committee on Administrative Grants, the purpose of which was to study and report on the problems involved in the granting of funds for the administration of State unemployment compensation systems with suggestions for revision of the grants system in an attempt to eliminate the present difficulties. This Committee of the Interstate Conference was composed of Mr. Stephen Cromwell, President of the Conference and Director of the Maryland Unemployment Compensation Board; Mr. James J. Graham, Acting Executive Director of the Connecticut Agency; Mr. William Curtis, of the North Carolina Agency, and Mr. Frank T. Judge, Acting Executive Director of this Commission. In an effort to lay the foundation for a deficiency appropriation for this fiscal year and an adequate appropriation for the next fiscal year, this Committee appeared before the officers of the United States Bureau of the Budget on October 25 and presented to them facts concerning budget difficulties and evidence of the serious effect the appropriation cut was having on State agency operations.

Presently, New Jersey appears to be one of thirteen unemployment compensation agencies which will be without operative funds before the end of this fiscal year unless additional funds are granted. It is to be hoped that the Social Security Board will take steps to impress Congress with the necessity of providing sufficient funds to carry the State unemployment compensation program through this critical period.

During the past four years, many economies have been effected in the administration of the affairs of this Commission. In the Contributions functions, which include the registration of employers, the auditing of employer accounts, the collection, recording, and depositing of contributions from employers and employees, there has been during the past four years a reduction of seven percent. in personnel cost. In the same period, the Wage Record functions, which include the recording of the quarterly wages of every covered worker in the State of New Jersey, underwent a reduction in personnel cost of 35 percent. The Benefit functions, which include the processing of benefit claims of unemployed workers, showed a decrease in personnel cost of 40 percent. All of these functions, except those of the Benefit Bureau, showed an increase in work load.

Over the four years the over-all operating personnel cost indicates a decrease of 25 percent.

The total operating cost, which includes, in addition to personnel cost, such fixed items as office and equipment rentals and other maintenance expense, shows a reduction of over $270,000 during the last four years. Expenditures for the last three fiscal years and anticipated expenditures for the present fiscal year with the reductions in each period are as follows:

Period	*Expenditures*	*Reduction from Preceding Fiscal Year*
July 1, 1941, to June 30, 1942	$1,784,534.60	....
July 1, 1942, to June 30, 1943	1,701,320.79	$83,213.81
July 1, 1943, to June 30, 1944	1,587,371.03	113,949.76
July 1, 1944, to June 30, 1945	1,513,037.00 (estimated)	74,334.00
Total Reductions		$271,497.57

If the approved budget of $1,293,000 becomes final and definitive, it means that this Agency will be compelled to operate this year on an expenditure of $491,000 less than in the fiscal year of 1942.

These progressive reductions have had an adverse effect upon administration of New Jersey's Unemployment Compensation Law. While this Commission believes that it has operated efficiently, there are many things that we feel we should do but which we have been unable to do because of lack of funds.

We have been forced to reduce our field staff from an original complement of 68 to 38 field auditors. This has created a back-log in field investigations. We have reduced our operations in the collection and recording of contributions; in the recording of individual wage records; and we have reduced our over-all staff to the point where our employees have been called upon to undertake greater burdens of work and greater responsibilities than ever before.

This Commission will be faced with a very strenuous period. Immediately following the cessation of hostilities in Europe, which certain schools of thought forecast for some time in 1945, the cancellation of war contracts, reconversion to peacetime activities, and the return of servicemen to civilian life may be accompanied by widespread and heavy unemployment in New Jersey.

Good administration dictates that we prepare for an emergency and not wait until it is upon us; this we have been doing within the limits of our present grants.

We are confident that in a time of heavy claims load we will be able to meet any emergency provided we are granted sufficient funds. It is our hope that against such a period the Congress and the Social Security Board will make the necessary funds available.

Our deep concern, however, is with the present. The limitations presently placed upon us by the restrictive action of the Director of the Budget and Congress threaten a breakdown in our program. This endangers the planning which we have done for the very important job that lies ahead.

Federal-State Relationship

Tremendous pressure was exerted during 1944 in the campaign for nationalization of the present Unemployment Compensation agencies. The current year probably will witness a continuance of these efforts.

Recent statements by the President, as well as the Director of War Mobilization and Reconversion, indicate the possibility of persistent activity to nationalize the existing Federal-State Unemployment Compensation program. In his latest budget message, the President stressed this viewpoint. It can be anticipated that numerous bills reflecting these viewpoints will appear at this session of Congress. Senate Bill No. 2190, introduced by Senator Austin in November, 1944, during sessions of the 78th Congress, is cited by the Interstate Conference of Employment Agencies, as an illustration "of the various and sundry proposals that may be expected to be made before Congress." This bill is described as proposing a top limit of $25 for civilians and $30 for veterans, the weekly benefit amount provided under State unemployment compensation laws to be increased by 35 percent. during the reconversion period and the duration of benefits to be extended to 26 weeks with the Federal government reimbursing the State governments for the supplementary payments thus provided. The Ways and Means Committee of the House has also stated its intention to open up the question of Social Security and its explorations may be quite broad in scope.

On the other hand, Congress made it quite clear during the past year that it looks to the States to examine their respective laws and to effectuate substantive changes where needed so that unemployment compensation can lend itself to the fullest extent to the demands of the reconversion period. New Jersey, like numerous other States, is working on the problem.

Fundamental issues were raised in 1944 by the introduction in Congress of legislation that would have superimposed a Federal program to provide benefits for practically all workers affected by post-war adjustments. Emphasis also was placed upon increases in benefits according to the number of dependents, retention of the Employment Service as a Federal agency, as well as the inclusion of unemployment compensation agencies in a broader national system of social insurance.

The comprehensive "Wagner-Murray-Dingell Bill" to expand social security into areas as yet untouched may be brought to the fore this year in Congress.

The conclusion is inescapable, therefore, that legislation at the Federal level must be followed closely. The Commission is cooperating fully and benefiting by the specialized service rendered by the Interstate Conference of Employment Security Agencies, comprised of representatives of all the State agencies dealing in this type of program.

Status of Employment Service Division

The Employment Service Division of this Commission continues to be detached, having been assigned by Presidential order of September 17, 1942, to the War Manpower Commission, following its earlier release on January 1, 1942, at the President's request and by action of the State Legislature, the latter having stipulated that the arrangements should continue in force "only during the present emergency or until the Legislature shall otherwise ordain."

However, the present Congress has been urged to establish, through permanent legislation, a national employment service. It is the considered opinion of this Commission, however, that the restoration of a unified State over-all control of the Employment Service and Unemployment Compensation agencies is necessary if both functions are to be operated successfully.

Under prevailing war conditions, the United States Employment Service is required by Federal directives to give unlimited attention to manpower problems. This has submerged local office claims-taking and processing activities to a very serious extent. The Employment Service personnel assigned to claims work in most of the local offices has been continually changing. This has created a condition whereby, in many instances, this work has been handled by personnel who have little or no knowledge of the technical requirements of the Unemployment Compensation Law, adding a substantial number of problems to the central office organization, making it especially difficult to adjudicate claims for benefits.

This Commission, in an attempt to overcome these difficulties, has written a new manual on claims-taking functions and has been conducting training courses for Local Office claims personnel. Supplementing this activity, the Acting Executive Director has assigned a representative of this Commission to functionally supervise and coordinate claims operations and serve as liaison officer between Local Offices and the Central Office Benefit Bureau, Appeal Tribunals and Board of Review, in order to assure adherence to procedures prescribed by the Commission.

In the era of peace and economic development that follows, it also will be important that this Agency shall be organized in such a manner as to insure a high degree of efficiency to fill the dual role of providing employers with employees on the one hand, and providing unemployment benefits to persons out of employment through no fault of their own, on the other hand.

Difficulties will persist until such time as the United States Employment Service is returned to the State, which should be at the first sign of mass unemployment prior to the beginning of the period of reconversion to peacetime production.

Veterans' Readjustment Allowance Program

Prior to the enactment in June, 1944, of the Federal Servicemen's Readjustment Act, considerable uncertainty had prevailed as to whether a Federal Act providing benefits for unemployed veterans would be enacted. The American Legion, sponsors of the so-called "GI Bill of Rights," as the legislation embodying the Readjustment Allowance program was known, has for years taken an unqualified position in support of State systems of unemployment compensation and also for the return of Employment Services to the States. It was, therefore, natural that they should turn to representatives of the Interstate Conference of Employment Security Agencies for advice in drafting legislation for Servicemen's Readjustment Allowances, and the possibility that Federal or other agencies might be designated rather than the State unemployment compensation agencies, to administer this program in the respective States, was removed.

As a result, all of the State unemployment compensation agencies entered into agreements with the United States Veterans Administration, as did New Jersey with legislative approval as contained in Chapter 232, P. L. 1944. Thereafter, this Commission made available its facilities, equipment and personnel to receive and process claims and to issue allowance checks to unemployed veterans, under Title V of the Federal Servicemen's Readjustment Act.

Claims are taken in the United States Employment Service offices and forwarded to the Central Offices of this Commission, where they are examined and determinations made as to eligibility. If the requirements of Title V are met, a booklet of continued claim coupons is prepared, and these are used as the basis for the issuance of allowance checks, when the veteran has satisfied the conditions of eligibility. The funds involved in these readjustment allowances are derived from Federal sources, and therefore the New Jersey Unemployment Compensation Fund and the administrative budget of this Commission are not affected in any respect by the performance of this specialized service. In the case of self-employed veterans, Title V provides that such claims shall be handled by the United States Readjustment Allowance Agent designated to serve in New Jersey.

The appellate tribunals of this Commission also are serving to handle appeals taken by veterans whose claims for readjustment allowance have been denied. A further appeal step is available, cases being carried, if desired, to the United States Readjustment Allowance Agent for New Jersey for re-hearing and re-determination.

State Legislation in 1944

In the State Legislature, nineteen bills and resolutions were presented, having a bearing upon almost every phase of unemployment compensation and being submitted from various sources. The proposals included suggestions for changes in benefit amounts, coverage and experience-rating provisions, refunds, penalties and liability for contributions. The Legislature created a special joint committee within its membership to review the proposals but virtually all the bills were held in committee.

Three measures relating to unemployment compensation were enacted during 1944. The major change was a supplement authorizing the Commission to sign agreements with Federal agencies whereby the personnel, records and facilities of the Commission might be used under the direction and control of the Commission, to carry into effect any Federal law or laws providing benefits or readjustment allowances for veterans of World War II, and their placement in jobs. This supplement made it possible for the Commission to accept administrative supervision over the Servicemen's Readjustment Allowance program in New Jersey, in accordance with the desire of the United States Veterans Administration.

Two other changes were effected in the Law, both relating to refunds. As enacted, Chapter 80, Laws of 1944, provides that employees may apply for refunds of contributions that may have been erroneously collected, the application to be made not later than two years after the calendar year in which such employees received the wages in respect to which the refund is claimed. Furthermore, Chapter 81, Laws of 1944, makes provision for refunds to employees who work for more than one employer covered by the New Jersey Law during a calendar year, and contributions are deducted in excess of $30 from the wages of such employees. As enacted, claims for such refunds cannot be made until the beginning of 1946 and then covering the calendar year 1945, inasmuch as the supplement becomes operative in respect to services rendered after the calendar year 1944.

The Legislature also placed itself on record as opposing the enactment of any Federal legislation that might involve transferring the administration of unemployment compensation to the Federal Government.

Change in Commission Membership

After serving as Chairman of this Commission since December, 1937, Joseph G. Buch retired last May, having accepted an appointment as State Rehabilitation Commissioner. The Commission elected Ernest Eger, a Commission member since the inception of the program in this State, as its new Chairman. A. Crew Schielke, of Paterson, took office in June, filling the vacancy on the Commission created by the retirement of Commissioner Buch.

Hundreds of hours of service were given by the nonsalaried members of this Commission to meet the demands of their positions with this Agency. Aside from regular meetings, each individual member was called upon to read and consider the complete transcripts and briefs and also accompanying exhibits involved in more than sixty-five Commission hearing matters. Many of these cases involved well-argued legal points pertaining to matters of status, coverage and liability for contributions. In addition to this service, individual members served as Hearing Commissioners, presiding over formal hearings, but also at times serving with the full Commission as the circumstances might warrant. The burden placed upon the members by this work shows little tendency to lighten.

Military Service

This Commission is proud of its contribution to the Armed Forces, and the fact that a great majority of those in service have earned advancements. Of a total of 146 who entered military service, 32 have been commissioned. These include—Army: one Lieutenant Colonel, two Majors, seven Captains, 16 Lieutenants and one Warrant Officer; Navy: one Commander, two Lieutenants, one Lieutenant (jg), and one Ensign. Sixty-five others are non-commissioned officers holding the ranks of Sergeant, Corporal or Petty Officer in the respective various services. Employees of this Commission are in every theatre of action and in every branch of the service.

The year also brought two gold stars to the Commission's Service Flag, and three employees were reported missing in action. Several others have been wounded.

PART II

REPORTS OF STAFF AND OPERATING BUREAUS

BUREAU OF BENEFITS

During the year 1944 the Benefit Bureau received a total of 64,795 initial claims and 279,559 continued claims for determination and payment.

Of the initial claims 92.4 percent were determined to be eligible for benefits on the basis of recorded wage credits. Against the 63,924 initial claims processed, 36,043 first checks have been issued, most of the difference in these figures being due to the fact that many individuals became re-employed before benefits became payable. Secondly, many were found to be ineligible for benefits on a continuing basis because of inability to work or unavailability for work. Others may have, for some reason, abandoned the intention originally implied at the time the initial claims were filed or it may be that the claims were filed solely to establish a determination of the "base year" earnings.

The total of 255,619 benefit payments amounted to $3,983,523.76 during the year and consisted mostly of compensation for total unemployment. Payments for partial and part-total unemployment amounted to $255,036.52, this being 6.4 percent. of the total amount paid. Detailed data of benefit payments, claims filed and Bureau activities for the year are given in the statistical tables contained in Part III.

The trend in benefit payments does not differ substantially from that experienced in 1943. It is notable, however, that while the number of initial claims filed during 1944 (64,795) closely approaches the 1943 total of 67,602, the number of payments (255,619) totaling $3,983,523.76 shows a drop of approximately twenty percent. This is a further indication of early re-employment and consequent short duration of benefit payments. The low point occurred in September when 15,684 payments totaling $249,134.79 were made. This figure represents a new all-time low in New Jersey for payments during a single month.

The personnel of the Bureau was further reduced in numbers during the year; however, the prompt issuance of determinations and checks was maintained. This was accomplished by shifting employees from section to section depending on the work loads, real and anticipated, present at the end of each week. This practice created a desirable work familiarity on the part of employees in one section with the duties and difficulties of other employees' functions, thereby enhancing the general usefulness of all concerned.

In recognition of the problems which will arise at a time of greatly increased claim load, in-service instruction and training were given to selected employees from other Bureaus of the Commission. These individuals, after explanation and demonstration of the duties, were assigned actual work in the Bookkeeping Machine, Check Audit, and Addressograph Units. The results were recorded and studied and it is felt that this group will provide a valuable nucleus for the necessary expansion of Bureau activities during peak loads.

Studies have been made and plans formulated whereby fullest utilization of existing space and equipment will occur during the early stages of reconversion or post-war unemployment. Thereafter, the securing of more equipment will be unavoidable and negotiations to that end have been opened. Available space can accommodate some additional equipment, after which shifting of some units to other quarters probably will be necessary.

During the summer of 1944, a plan was devised in the Bureau of Benefits for handling veterans' allowances in the event that this Commission participated in the so-called "GI Bill of Rights" program, then before Congress. Accordingly, when the Commission entered into an agreement with the Veterans Administration to administer the payment of such allowances, the Bureau's plans were readily adaptable to the regulations and procedures adopted by the Veterans Administration. The system follows closely the procedures of the Unemployment Compensation Law insofar as the language of the Act permits. Payments for total or partial unemployment to eligible, unemployed veterans began as of the week ending September 10, 1944, and to self-employed veterans starting with the month of October, 1944.

Since September 5, the Benefit Bureau has received from veterans 3,221 initial claims and 9,343 continued claims, in addition to 32 claims from self-employed veterans. Payments totaling $178,508 have been issued for 9,186 weeks of total unemployment and 157 weeks of partial or part-total unemployment. The amount of payments for self-employed veterans totaled only $1,545 since only 32 such claims were filed.

BUREAU OF CONTRIBUTORS' SERVICE

Inasmuch as the total payroll in covered employment within this State exceeded the record established in 1943, the operations of the Bureau of Contributors' Service reflected that situation. Contributions to the Unemployment Compensation Fund covering payrolls in 1944 are expected to exceed the contributions for 1943 by $1,800,000. In 1943, the total was $79,200,000, while the estimate for 1944 (exact figures for the fourth quarter contributions unavailable as these contributions become due January 31, 1945) is $81,000,000. While there was a light shrinkage in the labor force in New Jersey, the total payroll and contributions to this Fund remained high due to the fact that many workers received higher wages than in 1943.

The situation in respect to notification of employers concerning their contribution rates, in accordance with the "experience-rating" provisions of the Law (Section 7, Subsection (c)) was notably improved in 1944. Rates are computed annually and assigned in accordance with past employment history and other factors, including benefits charged and average annual payroll for past years. Employer contribution rates for 1944 were issued during the last two weeks in April. Since this did not give employers sufficient notice to file their reports for the First Quarter of 1944 at the proper rate on or before the established due date of April 30, 1944, an extension of time to May 31, 1944, was granted to all employers by special regulation of the Commission. Further improvements in the procedure for maintaining experience-rating accounts and calculating employer contribution rates have been made during the past year and it is anticipated that it will not be necessary to grant any extension of time for filing contribution reports for the First Quarter of 1945.

Contributions Section

In this Section, approximately 81,000 contribution reports and 7,614 miscellaneous remittance forms were received, along with 83,308 checks and money orders and 114 remittances in currency covering contributions, penalties and interest. Detailed subsidiary accounts were maintained in respect to all employers having unpaid balances, including assessments, claims in bankruptcy, certificates of debt and dishonored checks. A total of 518,840 pieces of incoming mail was received and routed. During 1944, the Contributions Section was assigned an additional function; that of maintaining and controlling the delinquency records relative to contribution reporting.

Collections Section

The Collections Section handles delinquency in respect to the filing of reports and payment of contributions and other assessments. Contributions outstanding on reports filed without remittances or with partial remittances and subsequently collected totaled $1,001,704 during 1944. Collections of arbitrary assessments and penalty and interest assessments grossed $397,072. The total collections of all moneys due on ascertained liabilities, therefore, totaled $1,398,776 for the year. In addition to this amount, the Collections Section secured delinquent reports and collected the moneys due thereon in the sum of $1,031,816. Due to a change in the mechanics of recording delinquency in reporting, the Collections Section is informed promptly of all changes in an employer's status, wherein delinquency might result, and of all delinquency, for whatever reason, in reporting. As a result, the Collections Section is able to keep abreast of all delinquencies whether they are current or delinquencies involving new accounts for past calendar quarters, and exert prompt remedial pressure where it is indicated.

Based on the Commission's statement of condition as of September 30, 1944, and exclusive of claims in bankruptcy which the Collections Section does not handle and of uncollectible items which in themselves present an entirely different problem, the Commission will have on December 31, 1944, in open accounts on its books in all other categories (dishonored checks, contributions due on reports filed, assessments of all kinds) an outstanding sum of only approximately $400,000. This is the smallest volume of accounts receivable on the books of the Commission since it began to function, and represents but one-tenth of one percent. of the total assets of the Commission.

Employer Status Section

The Employer Status Section devotes attention to new employing units in the State and determines their status in respect to the Unemployment Compensation Law. This Section also assigns contribution rates as determined under "experience-rating" provisions of the Law to those previously subject to the Law. In addition, redeterminations of status are made as required by court decisions. The information required to make a determination of status is, in large part, procured by mailing status reports and supplements to those whose status has not previously been determined or where previous employment experience would indicate that the unit may become subject to the provisions of the Law at a later date. Where difficulty is encountered in procuring data and information from employing units by correspondence, a request is sent to the Field Service Section for an investigation to procure facts to assist in making determinations.

Subject status was attained by 467 employers during the year 1944. However, 1,647 employers attained subject status for years prior to January 1, 1944, and 209 employers were transferred from an inactive to an active status. Coverage was elected by 411 employing units during the same period while the status of 292 employers who had filed reports or paid contributions, remained to be reviewed. The total in all categories was 3,026.

The number of covered employers was reduced due to the following changes: discontinuance of business or absence of reportable payrolls, 2,741, and employers who qualified for termination of coverage, 671. After applications for exemption from filing reports have been approved, because an employer has no remunerated employment in New Jersey, a request is made to the Field Service Section for a final audit to determine whether all reports and contributions due this agency have been received. Where a written application for termination of coverage has been received, a request is made to the Field Service to examine the records of the employer to determine whether he has met the conditions prescribed in the Law by which he may cease to be an employer.

Where field investigations are requested by other Sections of the Agency and information is developed which will affect the status of an employing unit, the field auditor's report is cleared to the Employer Status Section. A total of 3,061 reports was reviewed and cleared by this Section during the year.

In determining contribution rates for 1944 under the "experience-rating" provisions of the Law, the following distribution of rates occurred:

0.9 rate	34.5%
1.8 rate	23.8%
2.7 rate	13.8%
3.6 rate	5.0%
*2.7 rate	22.9%

BUREAU OF RESEARCH AND STATISTICS

The Bureau of Research and Statistics, which was transferred along with the Employment Service Division of this Commission to the United States Employment Service-War Manpower Commission following the President's directive of September 17, 1942, continued during the past year to service the Unemployment Compensation Commission. This was in pursuance of an agreement between the United States Employment Service-War Manpower Commission and the New Jersey Unemployment Compensation Commission.

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* Basic rate of 2.7% assigned to these employers because of ineligibility for experience rating.

Although routine statistical reporting activities remained at approximately the same level as in 1943, additional Federal requirements and special needs of the Commission increased considerably the research and analysis activities of the Bureau.

Re-examination of the records of the Commission for the purpose of coordinating industrial classifications with those of the Bureau of Old Age and Survivors Insurance imposed a heavy load on several Bureaus during the early part of the year. At the same time, introduction of several legislative bills to revise benefits and broaden the scope of Commission activity required analysis and evaluation of their effects on the functions of the Commission and upon the State Unemployment Compensation system. In addition to these activities, the Bureau began laying a definite foundation for long-term actuarial studies.

Meanwhile, continued cooperation was given to economists and statisticians of other State agencies in producing information in accordance with their needs. The newly created Department of Economic Development, Princeton Surveys, the Commission on Post-War Economic Welfare and other agencies whose interests enter the field of economics find the records and basic statistical material of the Commission to be valuable and informative. Complete and authoritative data of New Jersey industrial employment, along with complete records of unemployment compensation administration, permit the Commission to readily furnish required statistical information.

Most of the statistical material of this 1944 Annual Report was compiled from operational records of the Commission and through research conducted by the Bureau of Research and Statistics.

BUREAU OF PUBLIC RELATIONS

Since the inception of the Commission, the Bureau of Public Relations has combined activities as indicated by its title with responsibilities assigned to the Secretary to the Commission, and this arrangement was maintained throughout 1944.

The dissemination of information through printed material, news releases, addresses before interested groups and radio programs continued. New outlets for informational matter were developed, including the leading house organs in the State. A booklet, "How to File Claims for Veterans' Readjustment Allowances" was produced and distributed in connection with the Servicemen's Readjustment Allowance program in New Jersey. Other material issued included the Annual Report, a "Brief Outline of Unemployment Compensation," and the "U. C. C. Review," the latter designed for employees serving in the Armed Forces but made available to all employees of the Commission.

A total of 63 petitions for review or re-hearing by the Commission in matters of status, coverage and liability for contributions were received in the office of the Secretary to the Commission. Hearings were arranged and completed in 73 cases, this number including several that had been carried forward from 1943. Sixty-six decisions were rendered by the Commission. The Secretary to the Commission and office staff cooperated in arranging hearing schedules, attendance of interested parties, assembling of the complete record in each instance and supplying such records of all Commissioners.

During the year, all Commission decisions as well as the minutes of the Commission since its inception, were indexed. The Bureau also maintained library service for the personnel of the Commission, with new material catalogued as received. The Commission Secretary also acted as secretary to the Committee on Post-War Problems functioning within this Agency.

BUREAU OF AUDITS AND FIELD SERVICE

The Bureau of Audits and Field Service continued to function through five regional offices and two branch or sub-regional offices strategically located to place the field staff of this Commission in close touch with employers. Because of reduced grants, the staff of the Field Service Section has been reduced from a total of 101 in December, 1941, to 63 in 1944. This required that procedures be streamlined but it also was inevitable that some services to employers be reduced, if the work load was to be carried and kept current.

With New Jersey industry holding a heavy percentage of the nation's war goods production contracts, changes occurred that, in some instances, reduced the work of the Bureau of Audits and Field Service, and in other instances, increased the work load. In the former category are the smaller employing units that obtained additional work and expanded sufficiently to become subject to the Law through having eight or more employees in their own right. In the latter category, however, we find a multitude of new sub-contracting employing units, many of this number being exempt in their own right but, nevertheless, reportable as to their payrolls and taxes through their overhead contracting units. These sub-contracting relationships must be examined in detail in order to establish the proper classification of the employing units involved.

The manpower shortage in industry and other fields of covered employment also has made more difficult every type of field investigation carried on by representatives of this Commission.

Field Service Section

While figures showing the dollar results from operations of the Field Service Section do not disclose the full scope of the work performed, they do indicate the general trend of activities. Contribution liability established by audit, exclusive of penalties and interest, amounted to $132,364.14. The field staff recommended 45 deficiency assessments totaling $12,142.05 in instances where employers had failed to disclose their full liability with respect to the payment of contributions. Arbitrary assessments, based upon estimated liabilities, due to the failure of employers to make proper reports or to maintain adequate records as required, were issued in 33 cases, the amount involved being $17,802.60. In instances where the affairs of employers were found to be in liquidation, the field staff recommended the filing of proofs of claim in dissolution proceedings, there being 42 recommendations of this type with $50,020.22 as the amount involved.

Other field service activities may be summarized as follows: status reports obtained, 1,088, with 499 supplements to status reports; voluntary election of coverage by employers, 67; contribution reports prepared (this service being limited to employers who were unable to prepare reports properly or promptly), 1,510; employment verifications, 2,573; wage verifications, 2,557; statistical and information reports obtained, 1,653; special reports prepared and submitted, 6,922; applications for termination of coverage recommended, 566; and applications for termination of coverage disapproved, 206.

Office Audits Section

In the Office Audits Section, the major activity continued to be auditing in connection with the reporting and collection of contributions due. In addition, the section carried forward follow-up work resulting from Field Service activities, as well as certain phases of collection work, processing of refunds, etc. The following figures indicate the volume of work handled: 80,678 employer contribution reports received and audited; 16,051 audits of assessments due and collected; 880 deficiency assessments prepared and issued following audit; 148 arbitrary assessments prepared and issued following audit; 5,477 penalty and interest assessments computed and issued; 1,489 statements of outstanding liability prepared for certificates of debt, claims in bankruptcy, and statements required under Section 19(b) of the

Law; 1,523 certificates of overpayment issued; 849 claims for refund audited and processed; 1,591 journal vouchers issued; 314 special "status-not-determined" accounts audited; and 2,156 field auditors' schedules audited.

BUREAU OF ACCOUNTS

Activities within the Bureau of Accounts were affected by the shortages of manpower, equipment and material throughout 1944. While this situation had been seriously felt in previous years, it became more acute during the past twelve months. However, procedures were refined and simplified, whenever possible, and mechanical equipment was utilized more fully. At the same time, personnel training was carried forward to acquaint employees with a variety of duties, to meet changing needs within the Bureau.

Wage Records Section

The Wage Records Section performs the accounting operations in connection with the establishment and maintenance of wage records used as a basis for action relative to benefit claims. Tabulating cards are punched to record essential information. This Section also audits contribution reports with the amounts on the wage reports. It maintains a control register of initial benefit claims routed to and from this Section, and either attaches to the claim a transcript of the worker's wage record or indicates on the face of the claim the reason for the absence of any wage items.

The Wage Records Section received an average of 19,720 wage reports listing an average of 1,591,415 wage items per calendar quarter during the year 1944. The highest number of wage items listing earned wages of workers occurred in the third quarter of the year, for which 1,649,860 wage items were reported. In other words, this involved a total of approximately 6,365,600 wage postings during the year. In addition, there were 55 employers with 94,021 employees utilizing the "separation method" of reporting. Under this method, the wage report is furnished only when a claim has been filed, and 39,998 wage-and-separation reports were required during the year. Some employers discontinued the "separation method" of reporting and returned to the "list method." Many employers prefer the latter method because a legibile carbon copy of the Federal report may be filed as a wage report to this Commission if certain instructions are followed.

Each year shows a reduction in the delinquent list of wage reports. There was a substantial decrease in wage report delinquencies during the past year. The Wage Records Section handled approximately 79,000 quarterly wage reports listing over 6,300,000 wage items.

The Workers' Social Security Account Number File was increased by approximately 140,000 cards during the year. At present, this file contains about 2,773,000 alphabetic portions and 2,773,000 numeric portions or 5,546,000 portions in all.

The Benefit Claims Unit of the Bureau of Accounts furnished wage transcripts in connection with approximately 64,800 benefit claims and reviewed and adjusted transcripts in connection with 5,300 claims.

Employer Accounts Section

Approximately 39,000 employer accounts are maintained in this Section, requiring the preparation of 325,000 tabulating cards in 1944 to post employers' and workers' contributions, as well as assessments. Another important function carried on during 1944 was the certification to the Federal Government of contributions paid into the State fund to enable employers to prove their claim for credit against the Federal Excise Tax. The required information is prepared through the use of automatic accounting machines and involves the maintenance of approximately 250,000 tabulating cards and files of duplicates of certification report forms. An appreciable increase in the inquiries relative to these contributions was noted, and in handling 6,000 requests, the Section examined about 5,000 employer files as well as related accounting records.

Tabulating Section

This Section has continued to be essentially a tabulating service to all bureaus of the Commission, as well as to the Employment Service and other allied agencies. The volume of work produced in the Tabulating Section increased chiefly due to the processing of Veterans' Readjustment Allowance claims. The tabulating equipment, although overloaded and overworked, was maintained with difficulty. However, constant supervision and management of work programs and work personnel resulted in a decrease of .0957 in total operating hours compared with 1943. This result is definitely attributable to higher production in the key punch operations in particular and the successive procedural steps.

BUREAU OF LEGAL SERVICES

The following schedule reflects the general activities of the Bureau of Legal Services for the year 1944:

Certificates of Debt filed	181
Warrants for Satisfaction filed	61
Executions issued	115
Executions issued to sheriffs	73
Executions returned satisfied	6
Certificates of Lien	11,283
Releases of Lien	11
Subpœnas issued	318
Appearances at hearings before Referee	198
Appearances at hearings before Commission	97
Field investigations initiated	252
Legal audits and investigations	318
Leases	24
Foreclosures	500
Court appearances in Federal and State courts	83
Claims in Bankruptcy	79

Post-war activities and planning continued throughout the year to make an increased call upon the advisory functions of the Bureau. The frequent meetings of the Committee on Post-War Problems required Chief Counsel, as Chairman, to devote considerable time to its deliberations and problems.

Some decisions issued from the Supreme Court in conflict with established agency interpretation. These decisions are being appealed and will be made the matter of more expanded comment when the Court of Errors and Appeals finally speaks.

BUREAU OF OFFICE SERVICES

Functions assigned to the Bureau of Office Services showed no decrease in 1944 in comparison with those of the preceding year. In some phases of personnel administration, purchases, fiscal affairs, and business services (stenographic, filing, reproduction, messenger, receptionist, telephone and mailing), there was a slight increase in the work load. Some decrease in cost was reflected, however, in the continued practice of closing ranks where vacancies occurred and in streamlining functions and procedures.

Personnel

Over the course of the year, the working force of the entire Commission was reduced by 49 units of personnel, notwithstanding extra work connected with the administration of the Veterans' Readjustment Allowance program. Twenty-one employees resigned to take positions elsewhere, 21 female employees resigned because of domestic reasons, and 20 others resigned for varied other reasons. Replacements were made only when actually necessary, and recruitment of personnel constituted no problem except in the stenographic grades. Even the new minimum salary of $1,200 for stenographers has proved no attraction since war industries are paying far in excess of that figure.

On July 1, 52 clerical employees were increased to the new minimum of $1,200, provided under the new classification and compensation plan of the New Jersey Civil Service Commission. Allocations of titles under the new plan were received by this Commission's employees in October, and a number of appeals resulted. Some of the appeals have been cleared but many were pending at the end of the year. On December 1 this Commission put into effect the second phase of the classification plan, involving the use of the titles and salary ranges reflected in the allocations.

During the year, four employees entered military service, making a total of 146. Four others who had been on military leave were honorably discharged and returned to their duties with this Commission. Those employees who have returned from military leave have readily adjusted themselves to their former duties, and salary adjustments have been made in each case to comply with Chapter 327, P. L. 1942.

Two series of employee service ratings were conducted during 1944. These studies, based upon experience of other years, have given a fairly accurate guide to the abilities of employees. After service ratings were completed, and employees received their notifications, it was necessary to hold only two formal hearings, the lowest since the inauguration of service ratings in this Commission. Periodic visits were made by the Assistant Personnel Officer to the various offices for personal discussion with employees of the service rating program. A total of 210 such conferences were held during the year, and 273 inquiries from supervisory and non-supervisory personnel were answered. The Assistant Personnel Officer also appeared before the various bureaus of the Agency in a series of question-and-answer programs designed to create better understanding of the service rating program.

Procurement and Property Control Section

This Section is responsible for the purchase of supplies and equipment, maintenance of equipment records, inventories of Commission-owned property, storage of semi-active and dead storage material, and providing certain business services hereinafter described. During the year, the Messenger, Mailing, Reception and Telephone services were transferred to the jurisdiction of the Procurement and Property Control Section, to provide greater flexibility and more efficient operation.

Procurement Unit

Specifications and bid proposals were sent to three or more vendors in 135 instances, each bid containing from one to thirty-five items. Purchase orders totaling 719 and involving about $95,000 were issued. In addition, 108 purchase orders were executed for the War Manpower Commission. During the year, 759 items of equipment were purchased.

Property Control Unit

Control records for 759 items of equipment were set up and 57 transfers made involving from one to fifty items. Approximately 16,000 items of equipment are owned and controlled by the Commission. The Stockroom processed 5,672 requisitions during the year. Material covered by 1,400 requisitions was delivered by employees of the Stockroom to the various units, sections and bureaus; material covered by 1,000 requisitions was mailed and material covered by 22 requisitions was sent by express or the Agency's trucks. Regular physical inventories were made in addition to the semi-annual general inventory. Costs were computed on over 5,000 requisitions and charged to the various functions. Five hundred purchase orders were recorded for stock control purposes. In addition to salvaging a quantity of paper for further use, the agency sold over 30 tons of scrap paper consisting chiefly of used tabulating cards. The sum of $1,220.08 was received from this salvaged material. About a ton of metal scrap was also salvaged and sold.

Office Appliance Unit

Maintaining the addressograph file of employers, the Office Appliance Unit processed 8,500 changes in the plates which bear the name, address, registration number, contribution rate, location code and industrial code of employers. A total of 12,000 new plates were cut. The addressograph plates are used in preparing contribution and wage-record reporting forms, in certifying figures to the Commissioner of Internal Revenue relative to employer contributions paid, and in answering requests by employers for name or Social Security account numbers of workers. For these purposes, 570,000 addressograph impressions were required. In this Unit, mimeographing work also is produced, with nine percent. of the stencils used in the past year being cut by personnel in this Unit. The collating of forms, letters and manuals was included. A considerable volume of photostatic work also was handled.

Semi-Active and Dead Storage Unit

In the Semi-Active and Dead Storage Unit, certain records are kept which the Commission is required by law to preserve for a period of ten years. The Unit also houses those records which are only partially active but to which frequent reference is made. The Unit utilizes 7,552 square feet of space in which is also stored critical supply items for post-war use. Space is also provided for the Agency's trucks. During the year, over 18,000 files were extracted and sent to administrative offices by request. Nearly 56,000 files were received, consisting of returned and new material. It is estimated that over two hundred tons of material are stored here. The Unit also assists in salvaging and repairing folders, transfer cases and furniture.

Mail and Messenger Unit

In September, the Mail and Messenger Unit was placed under the supervision of the Procurement and Property Control Section, in the interest of efficiency. Because of curtailed personnel, the delivery system was revised. In addition to providing regular messenger service throughout the Agency, the Unit dispatched 931,629 pieces of mail, which included over 250,000 regular benefit checks and over 8,000 Veterans' Allowance checks.

Health Center

The activities of the Health Center, with a full-time graduate nurse in charge, were carried on in accordance with established practice. During the year 1,985 cases were given required attention. The majority, consisting of minor ailments and accidents from office machines and equipment, were treated in the clinic. On a number of occasions, however, the nurse was called to various offices to treat patients who were not able to get to the Health Center. Patients whose needs were more serious in nature were given first-aid treatment and a physician summoned. The nurse also consulted with employees, giving aid and advice on matters of personal hygiene and sanitation. The services provided at the Health Center are believed to have reduced absence from duty and to have been a contributing factor to increased efficiency.

Stenographic Section

During 1944, there was an increase in the work load of the Stenographic Pool, and a marked decrease in the personnel. This situation, together with the fact that ten leaves of absence were granted during the year and seven units of personnel were loaned to other sections, made it necessary for the remaining members of the Stenographic Pool to assume additional work. An average of over 10,000 pieces of correspondence monthly was sustained throughout the year, and 907 hearings and conferences were reported by hearing stenographers supplied from the Pool.

General Files Section

The General Files Section, which maintains all active employer files and, at the same time, functions as a central clearing house for all types of information relating to any entity or unit in New Jersey having employment, effected a ten percent. reduction in personnel during the year, despite the fact that there was no appreciable reduction in work load. Some additional functions resulting from necessary cooperation with Federal Bureaus were undertaken. At the same time, a cross-training program was conducted under which each employee in the Section was trained in the duties of other employees.

Training Section

The training of personnel of the Commission during 1944 was conducted in harmony with wartime conditions. As virtually all employees were experienced in their own jobs and few accessions and transfers occurred, there was no necessity for extensive induction training or retraining programs. The emphasis, therefore, was placed upon the creation of a pool of trained employees who may be shifted temporarily from their duties in other bureaus to the Bureau of Benefits when the anticipated increase in unemployment during the period of industrial reconversion brings about a heavy benefit claims load. In the Benefit Bureau, where the functions of check auditing and the operations performed by bookkeeping and graphotype machine operators will be the "bottlenecks" in a time of heavy claims load, 21 file clerks from the General Files Section were trained for a period of two weeks each on bookkeeping machines. Twenty-one clerk-stenographers in the Stenographic Section were trained similarly on the graphotype machine. Forty-six field auditors and other personnel of the Bureau of Audits and Field Service and the Bureau of Contributors' Service took training courses in check auditing. This training was done without detriment to current operations.

The upgrading of selected employees for supervisory posts in a period of unusual and heavy claims load is planned. Training materials and courses are being prepared for this purpose. A descriptive manual of all functions of the Commission also has been under preparation for use as a text for new employees as they are required in the post-war expansion of the Commission. This manual, used in orientation, is designed to give each new employee sufficient knowledge of the meaning and purpose of unemployment insurance and a better appreciation of the relation of a particular job to the entire program.

REFEREE HEARING SECTION

Although the number of hearings scheduled during 1944 was approximately the same as in the preceding year, a greater number of cases was disposed of with a resulting reduction in the back-log of pending decisions.

Several test cases involving the assignment of experience rates were heard. These are now pending on appeal to the Commission and the New Jersey Supreme Court.

Many formal hearings were obviated through informal conferences with employers in which effort the Bureau of Legal Services cooperated.

During the past year, this Section compiled an Unemployment Compensation Case Digest and Catalogue which is available to executives of the Commission for reference as the need may arise.

An analysis of the case load from January 1, 1944, to December 31, 1944, inclusive, follows:

Petitions filed during 1944	240
Decisions rendered	101
Petitions withdrawn	49
Petitions dismissed	9
Total	159

BOARD OF REVIEW—APPEAL TRIBUNALS

Appeals involving benefit claims increased approximately 14 percent. during 1944, totaling 3,726. For the previous year, the total was 3,265, these figures including appeals taken to the Appeal Tribunals as well as to the Board of Review. These appellate tribunals cleared 3,827 cases, inclusive of a number of cases carried over from the previous year.

The Appeal Tribunals expanded the scope of their work late in 1944 in order to assume jurisdiction over appeals filed by veterans of World

War II whose claims under Title V of the Servicemen's Readjustment Allowance Act of 1944 had been denied. The operating agreement effectuated by the Unemployment Compensation Commission of New Jersey with the United States Veterans Administration specified that such appeals would be heard initially by appellate tribunals of our Commission. Approximately 50 appeals of this type were heard by the Appeal Tribunals during the last calendar quarter, being restricted to that period since the inauguration of the Federal readjustment allowance program took place early in September. However, a noticeable pick-up in the volume of appeals occurred as the close of the year approached and arrangements were made for the Board of Review to assume concurrent appeal jurisdiction in respect to appeals from veterans' readjustment allowance rulings. If a veteran is dissatisfied with the decision of our Appeal Tribunals, a further appeal can be carried to the Veterans Readjustment Allowance Agent for New Jersey, who represents the Veterans Administrator, his decision being subject to further review by the Administrator.

The past year has also witnessed a considerable increase in the filing and adjudication of interstate benefit claims due to the migration of workers, this being traceable to wartime employment. In instances where former New Jersey workers have become unemployed while living elsewhere and have filed claims against the New Jersey Fund, the provisions of an interstate agreement between unemployment compensation agencies becomes operative. Under this plan, interrogatories are sent by this State to the agent State (where the benefit claim is taken initially) and upon their delivery to New Jersey, the benefit claim is adjudicated. Likewise, New Jersey serves as an agent State for taking claims and holding hearings based upon interrogatories submitted by other States against whom a benefit claim may be filed by a worker who came here from another State.

Board of Review

A substantial portion of the Board of Review's work, which in many instances involves a re-hearing of cases previously considered by the Appeal Tribunals, concerned benefit eligibility of soldiers' wives, these claimants usually having located adjacent to military camps where their husbands were stationed, with the wives claiming benefits on the ground that they were available for work. The Board of Review also passed upon many claims involving the rights to benefits of workers who became detached from war industries, as well as cases concerning rights of expectant mothers and their availability for work. However, the Board experienced a reduction in cases involving the disqualification of workers due to stoppages of work that developed because of labor disputes.

The interest of employers in actively contesting the granting of benefits to certain claimants was manifested on a greater scale than during the year 1943, the apparent reason being the experience-rating provision of the Law through which benefit payments are charged to the accounts of the respective employers for the purpose of computing contribution rates.

The makeup of the Board of Review changed through the appointment in November of George J. Miller, Appeals Examiner, to serve on the Board during the remainder of the military leave of the former Chairman, Franklin M. Ritchie. Mr. Miller was designated by the Board of Review as its Secretary.

Appeal Tribunals

The Appeal Tribunals, three in number, also noted a more active participation by employers in the hearing of claims. The cases heard by these tribunals, representing the first appeal stage and preceding appeals to the Board of Review, naturally fell into similar categories.

The personnel of the Appeal Tribunals changed during the past year, by reason of Michael J. Shaara accepting appointment as Readjustment Allowance Agent for New Jersey by the United States Administrator of Veterans Affairs, and the appointment of George J. Miller to the Board of Review. These vacancies were filled by the promotion of Albert F. Snook and Arthur J. Lynch, Jr., as Appeals Examiners.

STANDARDS, METHODS AND PLANNING UNIT

By reason of the fact that the Agency was confronted during 1944 with the necessity of maintaining administrative effectiveness with a reduced staff, the Standards, Methods and Planning Unit was called upon to study the organization, procedures and methods in use. Bureau Chiefs made frequent use of the facilities and technical services of this Unit.

One hundred and fifty-nine special projects were undertaken by this Unit during the year at the direction of the Acting Executive Director, or upon the request of this Agency's Committee on Post-War Problems, or Bureau Chiefs. These projects included studies, analyses and development of new methods and standards, integration and coordination of revised procedures, and technical assistance in connection with proposed legislation and changes in Commission Regulations.

As a result of the passage of the Servicemen's Readjustment Act of 1944 and the perfecting of arrangements to pay allowances to eligible veterans of World War II through this Agency, it became imperative to coordinate this new program with the claims and benefit payment activities in Local

Offices and the Central Office. The Standards, Methods and Planning Unit, in collaboration with staff and operating heads of this Agency, the United States Employment Service, and the Veterans Administration, is achieving this coordination. Procedures have been established and are being further developed and refined in accordance with modified instructions and interpretations from the Veterans Administration.

Manuals of procedures with respect to regular Unemployment Compensation Local Office claims operations as well as Central Office operating and staff bureau activities have been prepared as well as revisions and supplements to these manuals.

The Acting Executive Director designated a technician of the Standards, Methods and Planning Unit to serve as a coordinator and liaison man between the Bureau of Benefits, the Board of Review, and the Appeal Tribunals of the Unemployment Compensation Commission and the Local Offices of the United States Employment Service-War Manpower Commission, with respect to claims procedures and operations, this being in keeping with the spirit of an agreement between the two agencies.

Permanent and continuing projects of this Unit, such as functional analysis of operating costs, form control, distribution of administrative materials, development and establishment of standards, technical studies and coordination, have been effectively maintained during the year.

PART III

STATISTICAL TABLES AND CHARTS

STATEMENT OF POSITION AND PROGRESS OF THE UNEMPLOYMENT COMPENSATION FUNDS

UNEMPLOYMENT COMPENSATION COMMISSION OF NEW JERSEY

As of September 30, 1944 (Note 1)

Assets and Income

Cash:		
Unemployment Trust Fund (U. S. Treasury)		$372,586,779.93
Clearing Account (N. J. Depository)		22,852.04
On Hand (Uncleared and Undeposited)		17,484,139.13
Benefit Account (N. J. Depository)	$72,085,000.00	
Less: Benefits Paid	72,054,585.08	
Balance in Benefit Account		30,414.92
Total Net Cash Assets		$390,124,186.02
Add: Benefits Paid (above)		72,054,585.08
Total Cash Income		$462,178,771.10
Receivables:		
Dishonored Checks	$3,451.75	
Underpayments of Contributions and Contributions Due on Reports Filed	120,869.74	
Assessments—Interest and Penalties	61,312.28	
Assessments—Deficiency	65,868.47	
Assessments—Arbitrary	36,479.45	
Claims in Bankruptcy	249,294.21	
Total	$537,275.90	
Add: Certificates of Debt (Doubtful Accounts)	108,804.95	
Uncollectible Accounts Receivable	1,506,766.73	
Total Accounts Receivable	$2,152,847.58	
Less: Overpayments and Refunds Payable	15,197.96	
Total Non-Cash Income		2,137,649.62
TOTAL NET INCOME		$464,316,420.72

Note 1: Fiscal operations and contributions for the fourth calendar quarter of 1944 are not included in this statement as the due date for such reports is January 31, 1945.

INCOME DISTRIBUTION

1936 to 1940 Contributions—Employers'	$137,736,132.72	
1936 to 1940 Contributions—Workers'	36,327,834.19	$174,063,966.91
1941 Contributions—Employers'	$48,514,034.35	
1941 Contributions—Workers'	17,861,432.64	66,375,466.99
1942 Contributions—Employers'	$37,663,510.32	
1942 Contributions—Workers'	23,258,395.39	60,921,905.71
1943 Contributions—Employers'	$51,618,680.91	
1943 Contributions—Workers'	27,603,835.07	79,222,515.98
1944 Contributions—Employers'	$39,725,933.21	
1944 Contributions—Workers'	21,510,493.44	61,236,426.65
Interest and Penalties Due on Past-Due Contributions		1,580,736.74
Interest Earnings on Unemployment Trust Fund (U. S. Treasury)		25,183,943.46
Railroad Retirement Board Fund Payments (NOTE 2)		— 4,268,521.02
Undistributed		— 20.70
TOTAL INCOME DISTRIBUTION		$464,316,420.72

NOTE 2: This item shall be apportioned over the contribution income accounts for the years 1936-37-38-39, whenever final settlement is made with the Railroad Retirement Board, at which time proper allocation will be made.

ADMINISTRATIVE EXPENDITURES FOR THE CALENDAR YEAR 1944 (NOTE 1)

CATEGORY	*Unemployment Compensation Commission*	*Veterans' Administration Expenses*	*United States Employment Service*	*Total*
Personal Services	$1,196,519.94	$11,816.49	$5,283.43	$1,213,619.86
Other Current Expenses:				
Supplies	52,012.25	15,635.15	1,582.46	69,229.86
Communication Services	14,974.09	41.25	46,987.91	62,003.25
Travel Expenses	20,017.86	73.41	....	20,091.27
Printing and Binding	1,195.25	155.95	....	1,351.20
Rents—Equipment	40,119.16	....	2,286.00	42,405.16
Repairs and Alterations—Equipment	5,257.60	593.36	2,088.07	7,939.03
Rents—Premises	105,852.20	250.00	122,136.09	228,238.29
Repairs and Alterations—Premises	317.57	550.00	1,026.93	1,894.50
Heat, Light and Water	870.24	....	1,787.17	2,657.41
Equipment Purchases	12,193.60	8,071.40	....	20,265.00
Miscellaneous	60,823.01	121.20	5,422.11	66,366.32
Totals	$1,510,152.77	$37,308.21	$188,600.17	$1,736,061.15

NOTE 1: Administrative Expenses for the month of December have been estimated.

COVERED EMPLOYER-ESTABLISHMENTS AND JOBS BY COUNTIES—JUNE 1944 (Preliminary 1944 Data)

County	*Employer-Establishments*	*Jobs*
Atlantic	708	23,370
Bergen	1,479	89,837
Burlington	313	14,591
Camden	848	83,321
Cape May	151	3,980
Cumberland	385	20,364
Essex	4,808	283,076
Gloucester	190	9,312
Hudson	3,381	273,305
Hunterdon	113	4,842
Mercer	993	63,768
Middlesex	957	68,961
Monmouth	838	26,615
Morris	452	18,455
Ocean	185	2,509
Passaic	1,901	110,693
Salem	121	13,291
Somerset	282	20,109
Sussex	116	3,157
Union	1,469	104,697
Warren	184	10,434
Undistributed*	1,128	19,223
State Total	21,002	1,267,910

NOTE: In counting employer-establishments, the different establishments of certain employers engaged in the same industrial activity within a municipality were, in general, grouped and considered as a single establishment. Lacking more definite data for some employers, their establishments were grouped into one item for a whole county.

* This item consists of an additional 1,128 employer-establishments, not included in county tables but accounting for 19,223 workers whose activities cannot be assigned to any definite locality of the State. These include State-wide sales and promotional agents; service and route men; short job contractual workers; and all others covered by the Unemployment Compensation Law whose place of work is not fixed or permanent.

TRENDS IN NEW JERSEY COVERED JOBS

Major Industrial Divisions	*March 1940*	*March 1941*	*March 1942*	*March 1943*	*Sept. 1943*[1]	*Sept. 1944*[2]
Manufacturing Industries	591,543	691,657	803,667	931,118	949,549	886,036
Wholesale and Retail Trade	149,299	160,366	159,538	143,718	144,787	141,257
Transportation, Communication and Utilities	66,585	70,112	72,472	75,247	75,900	75,344
Small Services and Amusements	53,673	56,396	62,515	58,182	59,700	57,481
Finance, Insurance and Real Estate	40,858	40,528	42,793	37,866	36,867	34,121
Construction Contracting	26,995	40,418	58,661	40,399	35,609	26,717
Mining, Agriculture and Other	5,690	7,589	5,600	5,536	5,576	5,013
Total	934,643	1,067,066	1,205,246	1,292,066	1,307,988	1,225,969
Manufacturing, Major Groups						
Ordnance, Shells, etc.[3]	......	....	11,276	33,182	36,058	32,735
Food Products	40,295	37,841	39,266	37,360	45,644*	43,599*
Tobacco Products	10,000	10,487	8,998	7,253	5,866	5,426
Textile Mill Goods	65,449	69,482	65,511	62,323	56,827	52,345
Apparel and Related Goods	80,722	89,767	86,446	77,938	71,390	64,102
Raw Lumber Activities	1,300	1,350	1,580	1,083	1,494	1,012
Finished Lumber Products	9,444	10,970	10,987	8,971	8,330	8,524
Paper and Allied Products	13,428	15,685	16,863	16,256	16,228	15,423
Printing, Publishing, etc.	14,278	14,086	13,852	12,585	12,212	12,217
Chemicals, Paints and Explosives	64,595	65,590	74,816	76,938	77,507	74,268
Petroleum and Coal Products	14,701	14,515	15,053	14,265	14,264	14,112
Rubber Goods	12,898	15,476	15,904	15,934	15,773	15,285
Leather Goods	12,205	13,279	13,088	11,685	10,548	8,805
Stone, Clay and Glass	25,185	26,435	30,817	30,129	28,839	25,392
Iron and Steel Industries	44,009	46,496	47,958	50,777	49,137	45,382
Shipbuilding and Repair	18,376	36,550	62,939	103,596	113,148	96,954
Aircraft, Engines and Parts	13,273	29,314	46,955	87,670	98,109	92,896
Nonferrous Metal Industries	24,413	30,349	34,304	33,909	33,505	29,962
Electrical Industries	51,355	70,429	95,141	131,108	133,717	139,019
Non-Electrical Machinery	35,187	43,668	61,000	65,534	67,400	59,771
Automotive Industry	14,669	16,820	11,035	10,587	11,101	10,731
Unclassified Manufacturing	25,761	33,068	39,878	42,035	42,452	38,076
Total Manufacturing	591,543	691,657	803,667	931,118	949,549	886,036

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* Seasonal peak in September.

[1] Revises comparable data of 1943 Annual Report.

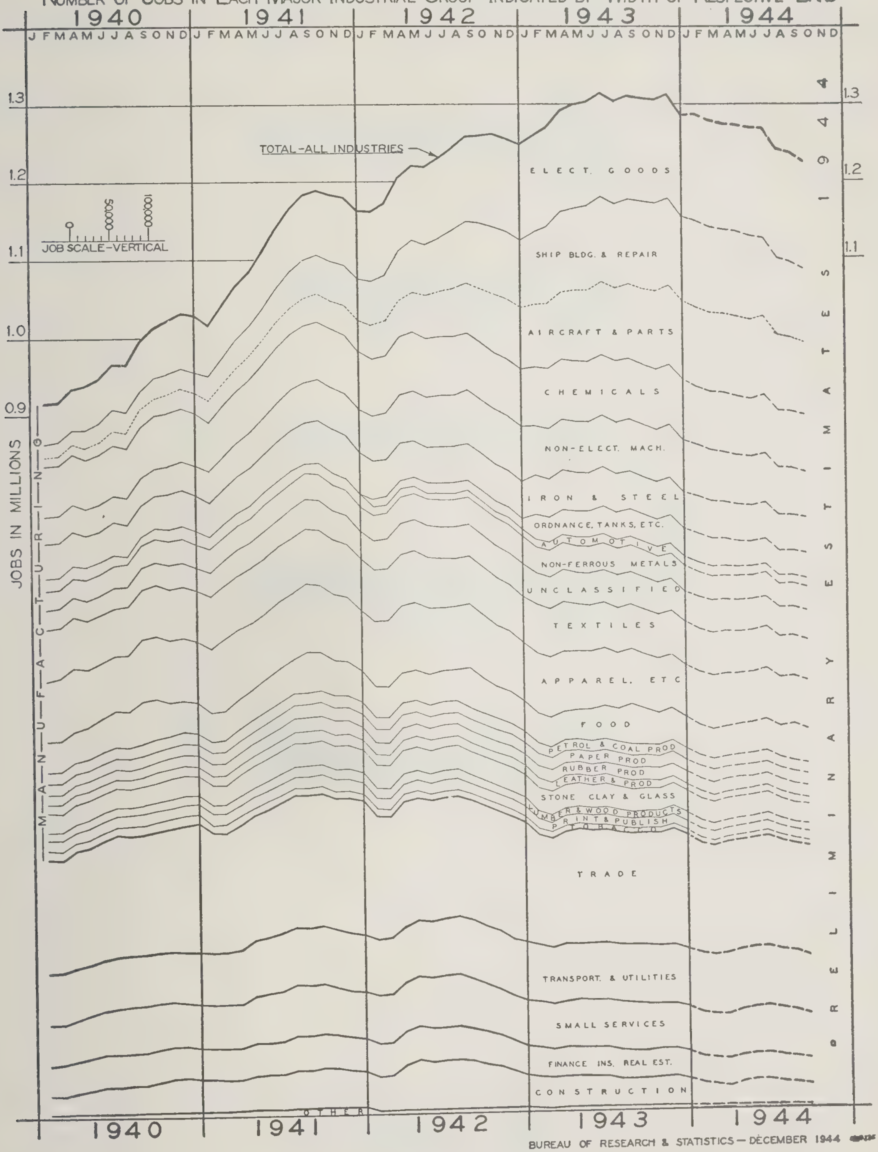
[2] Preliminary, subject to minor revisions.

[3] Group set up January 1942 from units previously in other manufacturing.

STATE OF NEW JERSEY
UNEMPLOYMENT COMPENSATION COMMISSION

TRENDS IN COVERED EMPLOYMENT

Number of Jobs in Each Major Industrial Group Indicated by Width of Respective Band



BUREAU OF RESEARCH & STATISTICS — DECEMBER 1944

CLAIMS DETERMINATION ACTIVITIES

CALENDAR YEAR 1944

Month	*New Claims Received*	*Initial Determinations*				*Requests for Review Received*
		Total Dispositions*	*Allowances*	*Disallowances*	*Other Dispositions*	
January	7,173	6,152	5,508	377	267	115
February	5,488	6,326	5,828	286	212	139
March	5,312	5,802	5,283	308	211	146
April	5,678	5,602	5,206	218	178	106
May	4,598	4,859	4,484	174	201	103
June	4,497	4,326	3,997	173	156	76
July	5,226	4,744	4,404	195	145	49
August	4,630	4,485	4,158	206	121	84
September	5,177	4,964	4,627	173	164	71
October	6,498	6,049	5,612	289	148	106
November	6,166	5,835	5,487	202	146	94
December	4,352	4,780	4,445	194	141	53
Total	64,795	63,924	59,039	2,795	2,090	1,142

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* Total Dispositions include the carry-over of claims from 1943.
Requests for Review recorded are only those which involved a question of benefit rights.

BUREAU OF BENEFITS ACTIVITIES

CALENDAR YEAR 1944

Month	*Waiting Week Claims Recorded*	*Compensable Claims Received*[1]	*Interstate Claims Received*[2] *Initial*	*Interstate Claims Received*[2] *Continued*	*First Payments Issued*	*Individuals Exhausting Wage Credits*
January	5,392	26,192	683	3,051	3,452	759
February	4,396	26,781	509	2,948	3,737	730
March	4,111	27,895	505	3,077	3,521	959
April	4,383	24,327	423	2,167	2,756	767
May	3,678	27,371	451	2,371	3,784	701
June	3,069	19,378	415	1,983	2,478	677
July	4,029	19,735	368	1,918	2,314	476
August	3,377	20,185	349	1,648	2,872	502
September	4,155	18,361	339	1,443	2,077	462
October	4,662	20,597	395	1,669	2,625	403
November	4,487	23,723	405	1,802	3,386	512
December	3,864	22,824	326	1,818	3,041	514
Total	49,603	277,369	5,168	25,895	36,043	7,462

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[1] Includes interstate compensable claims.

[2] Claims taken in other States and transmitted to New Jersey for payment as "liable State."

BENEFIT PAYMENTS FOR PARTIAL AND PART-TOTAL UNEMPLOYMENT

CALENDAR YEAR 1944

Month	*Number of Benefit Payments*			*Amount of Benefit Payments*		
	All Payments	*For Partial Unemployment** *Number*	*Percent.*	*All Payments*	*For Partial Unemployment** *Number*	*Percent.*
January	24,872	3,689	14.8	373,391.94	32,400.96	8.7
February	24,814	2,069	8.3	384,568.87	17,388.85	4.5
March	26,811	2,151	8.0	419,378.94	19,422.55	4.6
April	23,001	2,247	9.8	359,422.51	20,691.23	5.8
May	25,129	2,497	9.9	391,557.38	21,983.59	5.6
June	19,748	2,823	14.3	300,674.91	25,462.00	8.5
July	16,740	2,014	12.0	259,850.74	19,391.00	7.5
August	18,658	1,913	10.3	292,746.04	17,560.03	6.0
September	15,684	1,465	9.3	249,134.79	13,066.00	5.2
October	17,394	2,258	13.0	274,391.55	21,558.51	7.9
November	21,475	2,434	11.3	342,732.10	22,794.80	6.7
December	21,293	2,629	12.3	335,673.99	23,317.00	6.9
Total for Year	255,619	28,189	11.0	$3,983,523.76	$255,036.52	6.4

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* Includes data for both Partial and Part-Total Unemployment.

U. S. E. S. LOCAL OFFICE CLAIMS ACTIVITIES

CALENDAR YEAR 1944

Month	Claims Filed in Local Offices							
	(b) New Claims	Additional Claims (a)	Compensable Claims (c)		Waiting Week Claims		Inter-State Claims (d)	
			Total	Partial*	Total	Partial*	Initial	Continued
January	6,543	3,042	20,409	3,485	4,788	604	266	1,429
February	4,955	2,241	22,010	2,000	4,150	246	232	1,332
March	4,759	2,648	22,701	2,242	3,901	210	215	1,197
April	5,365	2,850	20,335	2,501	3,956	427	234	972
May	3,962	2,526	22,549	2,667	3,482	196	244	960
June	4,125	2,376	14,333	2,664	2,823	246	326	992
July	4,969	2,946	16,400	2,107	3,741	288	282	1,218
August	4,118	2,233	15,746	1,858	3,238	139	198	1,251
September	5,006	2,382	14,492	1,825	3,795	360	226	1,116
October	6,105	2,839	17,071	2,277	4,326	336	204	1,132
November	5,617	2,932	20,163	2,628	4,154	333	206	956
December	4,294	2,907	18,963	2,830	3,496	368	192	862
Total	59,818	31,922	225,172	29,084	45,850	3,753	2,825	13,417

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* Includes claims both for weeks of partial and part-total unemployment.

(a) An additional claim is a notice of unemployment filed in a benefit year to begin a new series of weeks of unemployment. Synonomous with "Renewed" Claims.

(b) Does not include Agent State Claims, IB-1.

(c) Does not include Agent State Claims, IB-2.

(d) "Agent State" Claims are those which are filed in New Jersey local offices for transmittal to other "liable" States which will pay the benefits.

COVERED JOBS AND ANNUAL WAGES

	Monthly Covered Jobs Reported by Employers (12-Month Average)	*Wages Subject to Contribution*	*Total of All Wages Paid*	*Subject Wages Per Job*	*Total Wages Per Job*
1939	901,361	$1,294,768,947	$1,294,768,947	$1,436	$1,436
1940	973,983	1,366,507,887	1,491,751,420	1,403	1,532
1941	1,127,483	1,798,326,465	1,960,888,895	1,595	1,739
1942	1,228,218	2,329,343,488	2,591,716,067	1,897	2,110
1943	1,297,404	2,760,014,464	3,130,566,363	2,127	2,413
1944*	1,271,000	2,950,000,000	3,270,000,000	2,321	2,571

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* Estimated.

WAR-TIME EARNING CHARACTERISTICS OF NEW JERSEY COVERED WORKERS

Comparative Distributions of Claimants and of Workers in Different Sample Groups, According to "Base Year" Earnings

			Strictly War Production Workers	
Base Year Earnings*	*4th Quarter 1943 Claimants* (1)	*Random Sample Wage Record File* (2)	*Special Group A* (3)	*Special Group B* (4)
Up to $149	1.5% (Est.)	0.4%	0.9%	2.6%
$150 – $199	1.7%	0.4%	0.1%	0.4%
200 – 399	6.5%	1.7%	2.3%	2.6%
400 – 599	7.6%	1.7%	3.6%	2.5%
600 – 799	6.9%	3.0%	6.8%	3.1%
800 – 999	10.5%	4.2%	5.6%	3.2%
1,000 – 1,199	12.3%	6.2%	5.4%	3.1%
1,200 – 1,399	10.9%	6.6%	7.2%	3.2%
1,400 – 1,599	9.1%	8.6%	9.4%	3.4%
1,600 – 1,799	7.5%	7.4%	10.0%	4.1%
1,800 – 1,999	5.3%	5.6%	11.2%	4.6%
2,000 – 2,199	4.0%	6.4%	12.8%	4.0%
2,200 – 2,399	3.3%	5.5%	8.5%	5.5%
2,400 – 2,599	2.5%	6.8%	5.9%	5.5%
2,600 – 2,799	1.9%	7.2%	4.6%	5.2%
2,800 – 2,999	1.7%	7.9%	2.6%	3.7%
3,000 and over	6.8%	20.4%	3.1%	43.3%
Sample Size	2,040	1,086	797	2,267

(*) "Base Year" is a period of four consecutive calendar quarters.

(1) Claimants whose wage records were processed from November 25, 1943, to December 7, 1943, inclusive.

(2) One worker for each 2,000 whose records were on file during second quarter of 1944.

(3) Mainly semi-skilled workers, whose wage records were on file during the third quarter of 1944, who were doing strictly war production work during first quarter of 1944.

(4) Mainly skilled workers, whose wage records were on file during the third and fourth quarters of 1944, who were doing strictly war production work during the first quarter of 1944.

DISTRIBUTION OF 1944 EXPERIENCE RATING ACCOUNTS ACCORDING TO CONTRIBUTION RATES ASSIGNED

By Major Industry Divisions

		Distribution of Accounts					
Industry Divisions		*All*	*Rated 0.9%*	*Rated 1.8%*	*Rated 2.7%*	*Rated 3.6%*	*Not Rated* (2.7%)*
All Divisions	Accts.	18,651	6,379	4,353	2,573	946	4,400
	%	100.0	34.2	23.3	13.8	5.1	23.6
Manufacturing	Accts.	6,231	1,528	1,775	1,019	455	1,454
	%	100.0	24.5	28.5	16.4	7.3	23.3
Construction and Contracting	Accts.	2,070	253	310	503	210	794
	%	100.0	12.2	15.0	24.3	10.1	38.4
Transportation, Communication and Utilities	Accts.	963	387	297	82	11	186
	%	100.0	40.3	30.8	8.5	1.1	19.3
Wholesale and Retail Trade	Accts.	5,601	2,654	1,230	502	94	1,121
	%	100.0	47.3	22.0	9.0	1.7	20.0
Finance, Insurance and Real Estate	Accts.	1,204	718	170	67	21	228
	%	100.0	59.7	14.1	5.6	1.7	18.9
Miscellaneous Service	Accts.	2,243	783	527	370	126	437
	%	100.0	34.9	23.5	16.5	5.6	19.5
Agriculture, Forestry and Fishing	Accts.	108	16	7	15	26	44
	%	100.0	14.8	6.5	13.9	24.1	40.7
Mining and Quarrying	Accts.	81	30	30	10	2	9
	%	100.0	37.1	37.0	12.3	2.5	11.1
Unclassified by Industry	Accts.	150	10	7	5	1	127
	%	100.0	6.7	4.7	3.3	0.7	84.6

Taxed Wages According to Rate (In Thousands)

Contribution Rate	*Wages upon which Contributions were Paid*	*Percentage*
Total	$2,739,646	100.0%
0.9%	651,473	23.8%
1.8%	1,316,182	48.0%
2.7%	613,516	22.4%
3.6%	35,516	1.3%
(2.7%) Not Rated*	122,959	4.5%

---

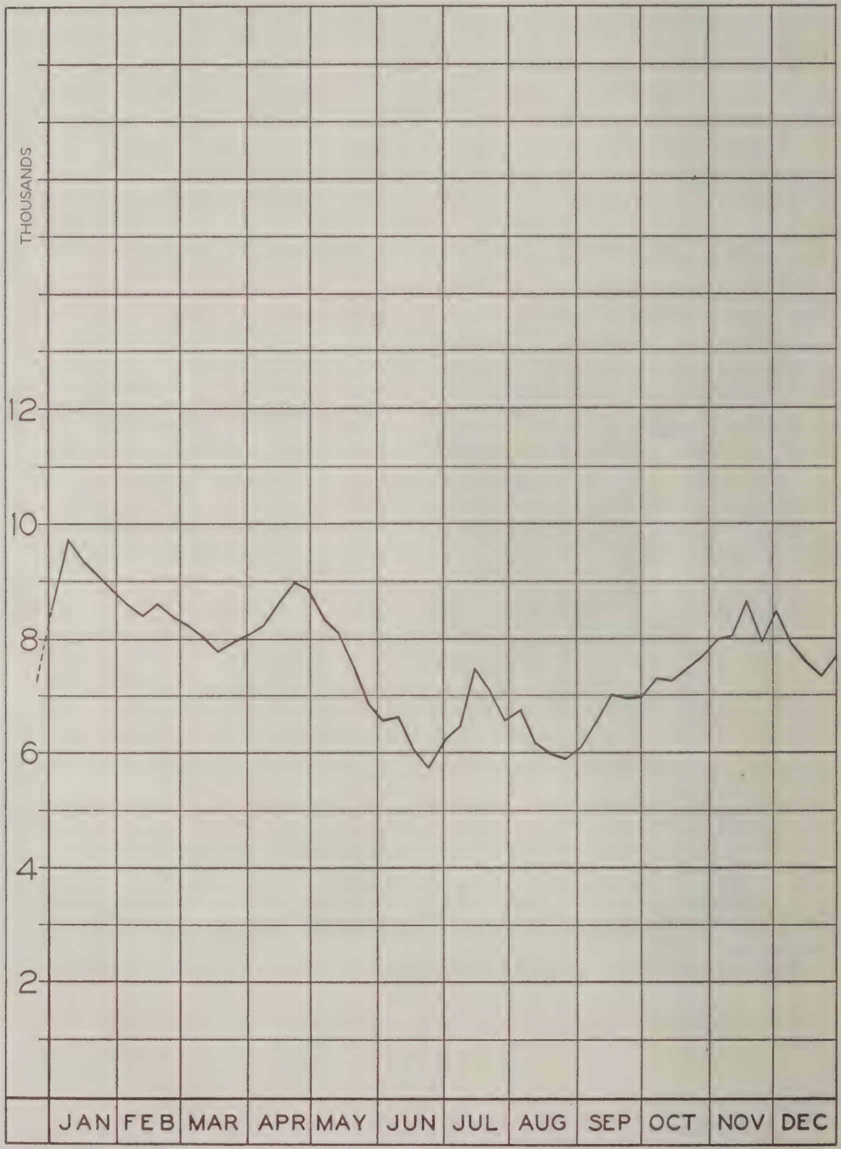
* Less than three years of benefit experience.

TREND OF UNEMPLOYMENT IN NEW JERSEY

CALENDAR YEAR 1944

NEW JERSEY RESIDENTS WHO FILED A CLAIM OF ANY TYPE, BY WEEKS DURING THE CALENDAR YEAR

TOTAL OF DIFFERENT CLAIMS FILED EACH WEEK, ADJUSTED FOR CLAIMS BY OUT-OF-STATE RESIDENTS AND FOR INTERSTATE-CLAIMS FILED AGAINST OTHER STATES, WHICH LATTER ARE INCLUDED.



ADDRESSES OF UNEMPLOYMENT COMPENSATION COMMISSION OFFICES

CENTRAL ADMINISTRATIVE OFFICES

Trenton Trust Building, 28 W. State Street, Trenton, New Jersey

REGIONAL OFFICES

Trenton—Room 421 Trenton Trust Building (Branch of New Brunswick Office)

Atlantic City—Room 603 Schwehm Building, Atlantic and New York Avenues (Branch of Camden Office)

Camden—2nd Floor, 300 Market Street

Jersey City—2855 Boulevard

Newark—830 Broad Street

New Brunswick—77 Paterson Street, Room 22

Paterson—262 Main Street

APPEAL TRIBUNALS

Jersey City—2855 Boulevard

Newark—830 Broad Street

Trenton—Room 407 Trenton Trust Building

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NINTH ANNUAL REPORT

OF THE

Unemployment Compensation Commission

OF NEW JERSEY

Calendar Year 1945

Trenton, New Jersey, January, 1946

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NINTH ANNUAL REPORT

OF THE

Unemployment Compensation Commission

OF NEW JERSEY

Calendar Year 1945

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Trenton, New Jersey, January, 1946

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ADMINISTRATIVE PERSONNEL
UNEMPLOYMENT COMPENSATION COMMISSION OF NEW JERSEY

ERNEST EGER, *Chairman*

JOHN J. TOOHEY, *Vice Chairman*	VINCENT J. MURPHY
CHARLES ENGELHARD	MRS. MARY G. ROEBLING
J. ALBERT HOMAN	A. CREW SCHIELKE

*Acting Executive Director, FRANK T. JUDGE

Chief Counsel, CHARLES A. MALLOY

†Acting Secretary to the Commission, DEAN H. ASHTON

Chiefs of Staff and Operating Bureaus

Legal Services, CHARLES A. MALLOY
Office Services, WILLIAM S. LUTZ
Contributors' Service, WILLIAM F. DITTIG
Accounts, JEAN A. CHIANESE
Benefits, EDWARD J. HALL
Audits and Field Service, I. BERNARD HARKAVY
Research and Statistics, CHARLES L. KOFKE
†Public Relations, DEAN H. ASHTON
Standards, Methods and Planning, CYRUS B. BRUNS

Board of Review

FRANKLIN M. RITCHIE, Chairman; MRS. ISABELLE M. SUMMERS and M. METZ COHN; CLARENCE MCGOVERN, Counsel to the Board of Review.

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* Harold G. Hoffman, Executive Director, on military leave since July 1, 1942.

† William S. Conklin, Secretary to the Commission and Chief of Bureau of Public Relations, on military leave since June 17, 1943.

LETTERS OF TRANSMITTAL

State of New Jersey
Unemployment Compensation Commission
Trenton, New Jersey

January 31, 1946.

Honorable Walter E. Edge, Governor of New Jersey, State House, Trenton, New Jersey:

Dear Governor:

I take pleasure in submitting herewith the Ninth Annual Report of the Unemployment Compensation Commission of New Jersey for the calendar year 1945, presented in compliance with R. S. 43:21–11(a).

In preparing this report, attention has been given to brevity and emphasis on salient points. While some of the subject matter discussed is a result of your constant interest in the Unemployment Compensation program, the report is transmitted with the hope you will find much in it that will prove to be of value.

The members of the Commission, as well as the administrative staff and personnel wish to assure you of their heartiest co-operation, and pledge their best efforts to justify the high confidence which you have always exhibited in their work.

Respectfully yours,

(Signed) Ernest Eger,
Chairman.

STATE OF NEW JERSEY
UNEMPLOYMENT COMPENSATION COMMISSION
TRENTON, NEW JERSEY

January 29, 1946.

Honorable Ernest Eger, Chairman, Unemployment Compensation Commission, Trenton, New Jersey:

DEAR CHAIRMAN:

For transmittal to Governor Walter E. Edge, I submit herewith the Ninth Annual Report of the Unemployment Compensation Commission of New Jersey, dealing with operations and activities for the calendar year 1945.

You must realize, of course, that this report cannot possibly reflect the immense work load carried by this Agency during the past year with its unprecedented problems. However, I feel confident that the information it contains will be of value to His Excellency, the Governor, and to the Legislature, as well as to other interested parties, in appraising the work and worth of the program administered by this Commission.

Very truly yours,

(Signed) FRANK T. JUDGE,
Acting Executive Director.

PART I

SUMMARY

January 31, 1946.

To His Excellency, the Governor of New Jersey:

The Unemployment Compensation program is passing through a most momentous period. The termination of world-wide hostilities, industrial readjustments and changed employment conditions precipitated a torrential claim attack and the resultant work load has been tremendous. In the last three months of 1945, the Agency issued 1,449,091 checks totaling $29,584,530. During the entire year of 1944, 225,619 checks were issued, totaling $3,983,524. Currently, the Agency is issuing 25.7 times the average number of checks issued during each calendar quarter in 1944, and 29.7 times the money. Higher wages paid during the war period and the expansion in the benefit formula account in large part for the disparity in these two multiples. Benefits paid during 1945 totaled $36,441,646.89. The highest previous benefit year was 1942, when $17,878,244.74 was paid out.

Other facets of the 1945 situation should be adverted to:

1. When the fourth quarter contributions for 1945 are in, the total for the year will approximate $65,000,000, employers paying $40,000,000 and workers, $25,000,000. Contributions for 1944 totaled $80,605,692, the employers paying $52,371,667 and workers paying $28,234,025. The 1945 figure represents a recession of almost $16,000,000 from the total received in 1944.

2. On December 31, 1945, there was $437,005,336.75 in the New Jersey Unemployment Compensation Trust Fund, last quarter contributions not included. Interest credited to the Fund by the Federal Government as of December 31, 1945 amounted to $33,084,762.10. Since the adoption of the Law in New Jersey, employers have paid $360,000,000 into the Fund and workers $153,000,000. On October 3, 1940, the sum of $4,268,521.02 (including both employers' and workers' contributions) was transferred to the Railroad Unemployment Insurance Account of the Railroad Retirement Board. Benefits paid since the inception of the benefit payment program at the beginning of 1939 total $109,439,614.

3. Federal legislation to return Employment Service to the States encountered "pocket veto" from President Truman.

4. Federal standards and control of unemployment compensation program strongly agitated in Washington.

5. In addition to handling the State unemployment compensation activity the Commission, through an act of the Legislature and under an agreement with the Veterans Administration, has been and is receiving and processing Veterans Readjustment Allowance claims. This has reached extensive proportions due to the large number of service men and women returning to civilian life. A total of 66,324 veterans' claims for entitlement to Federal Readjustment Allowances were processed during 1945, and $6,382,217 paid to New Jersey veterans in 319,601 payments. The Federal Government, through the Veterans Administration, supplies the funds to pay these benefits.

6. During 1945, the Commission was required to give effect to a revised scale of benefits under an amendment to the Unemployment Compensation Law, effective July 1, 1945. This amendment raised the minimum weekly benefit amount to $9 (from $7), and the maximum to $22 (from $18). The minimum total benefit amount was set at $90, and the maximum at $572.

7. On January 1, 1946, an amendment broadening coverage to include employing units with four or more employees (instead of eight or more) became effective. It is estimated that this provision will bring 10,000 additional employing units and 50,000 additional jobs within the inclusion of the Law. At present, there are 20,300 reporting employers and approximately 994,000 covered jobs. The administrative activities necessitated by this change are set forth in the section of this Report entitled "Subject Employers."

8. On January 1, 1946, under the same amendment, full maritime coverage became effective. Inasmuch as such activities involve inter-State and foreign commerce, extensive administrative preparations were entailed, including numerous conferences with maritime interests and representatives of the Unemployment Compensation agencies of neighboring States. Because of the peculiar nature and character of the service and because of the conditions under which such work is performed, special procedures, rules and regulations had to be erected and formulated.

The experience gained over the past nine years stood the Commission in good stead in the expeditious handling of the many new and critical problems presented.

New Jersey Industry During 1945

The year 1945 brought unprecedented and unexpected changes in the industrial and commercial activities of the State. With the advent of the atomic bomb and the close of the War, industry and commerce underwent an abrupt disruption of the war economy and were confronted with the necessity of taking immediate steps to accommodate themselves to the transition. The facilities and funds of the Unemployment Compensation Commission have been invoked to mitigate to a degree the shock to the workers.

Third quarter contribution reports by employers are revealing as to the forces at work between August 15 and September 15. In less than one month, the total covered labor force as reported by employers in the State shrank by 88,000 jobs. This figure does not reflect the full number of layoffs since those layoffs were offset in large measure by re-employment in establishments not adversely affected by the close of the War. While certain war plants were curtailing employment others in food processing, textile manufacturing and wholesale and retail trade showed slight increases.

The industries suffering most were naturally those devoted to the production of war goods. Listed in descending order of severity and showing the job contraction, they are as follows:

	Loss of Jobs in One Month
Aircraft and Parts Manufacturers	40,650
Electrical Goods Industries	15,600
Ordnance, Tanks and Parts	12,450
Ship and Boatbuilding	11,300
Non-Electrical Machinery	3,350
Iron and Steel Industries	2,400
Non-Ferrous Metal Industries	2,400

These war industries accounted for practically all the contraction in the covered labor force of the State. Estimates made of covered employment (jobs) as of December 15, 1945 show that the trend continued downward into the fall and winter in many industry groups. Between September 15 and December, an additional drop of about 20,000 jobs occurred to which seasonal layoffs in the garment manufacturing industry contributed. Actually, in manufacturing alone there was a decrease of 34,000 jobs but part of this decline was offset by increases in those non-manufacturing fields which normally expand seasonally through November and December.

Even prior to V-J Day, total employment was declining throughout the war industries. Had the War ended at the close of December 1944, layoffs might have been double the number actually experienced after V-J Day. From December 1944 to December 1945, the labor force of the manufacturing industries shrank by nearly 217,000 jobs and of this almost 100,000 occurred before V-J Day. Obviously, the shock of V-J Day itself was lessened by this trend in the earlier months of the year.

From a peak of 1,315,470 covered jobs reached in June of 1943, the covered labor force in the State steadily declined through 1,209,131 jobs in December 1944 to 1,104,000 jobs immediately before V-J Day. It is estimated there were 994,000 jobs as of the end of 1945. During 1945, therefore, the total decrease in the covered labor force was approximately 18 percent., varying of course, according to the specific industrial group. For example, in the manufacturing group, the decrease was 25 percent. Ordnance manufacturing virtually disappeared with a decrease of 80 percent. Aircraft, with a 72 percent., and shipbuilding, with a 46 percent. decrease for the year, further typify the severity of the termination of war work in the State of New Jersey.

Claims Load and Benefit Payments

The year 1945 presents a picture of extreme contrasts in benefit paying. In the early part of the year, benefits were the lowest, and in the latter part, they were the highest since the inception of the program. An abrupt change occurred after V-J Day. With the cancellation of war contracts, some plants shut down in their entirety, while in others, large segments of personnel were summarily detached.

From August 17 to the end of October, almost 200,000 initial claims were filed in the Local Offices of the United States Employment Service. Nearly 100,000 of these claims were taken in the first two weeks after V-J Day. In October, the compensable claim load reached 120,000 per week. This level prevailed for the balance of the year, despite the fact there were 10,000 new claims (not all compensable) filed each week.

The flow of weekly checks to the unemployed also emphasizes the contrast. From an average of about $330,000 a month during the first six months, payments jumped to $3,451,000 in September, $10,207,000 in October, $10,300,000 in November, and $9,063,000 in December. To state it another way, out of the $36,441,647 paid during the entire year, only $2,850,000 was paid out prior to V-J Day.

The European and Pacific wars ended within 98 days of each other. If this span had been greater, as was anticipated, the problem confronting the Benefits Bureau would have been less acute, for the Bureau would have had an opportunity to expand its productive capacity to meet a steadily increasing claims assertion. Through no fault of the Commission, the Bureau was abruptly caught with personnel and equipment at its lowest and was called upon to service in two weeks the equivalent of what it had been called upon to service during the preceding eighteen months. This was a challenge to the Benefits Bureau to increase its production of initial claims determinations by 3000 percent. This responsibility was met and liquidated in five weeks time, production having been increased to 2500 percent. by the third week.

A similar increase was required in the production of checks. During the entire period, over 90 percent. of the checks were issued within seven days from the receipt of the continued claims coupons in the Bureau.

Prior to the cessation of hostilities, constant and intensive review was conducted in benefit procedures, resulting in a breakdown of ordinary jobs into their elemental functions. This reduced the training of new personnel for this work to a minimum and permitted them to go forward in the efficient performance of their duties in a very short time. It must be noted, however, that claims work involving disqualification and eligibility does not lend itself to any appreciable degree to such an elemental breakdown and longer experience and training are required before average production is attained by recruited employees.

Contributions and the Fund

Despite the issuance of $36,441,646.89 in benefit checks during 1945, the effect on the Unemployment Compensation Trust Fund has not at all been disturbing. At the end of 1944, the Fund stood at $393,452,979.76 and at the end of 1945, it stood at $437,005,336.75. Total contributions for 1945, it is estimated, will amount to $65,000,000. Of this, $55,700,000 had been received by the end of the year and the balance, covering the last quarter of the year, will be in by January 31, 1946. It is to be noted that the contributions for the year were well in excess of the benefits paid.

It is interesting to point out that the $33,084,762.10 interest credited to the Fund down to December 31, 1945 practically absorbed the benefit payments for 1945.

Present economic and labor conditions make 1946 projections very difficult. The trend over the past seven years is indicated in the following table:

	Monthly Covered Jobs Reported by Employers (12-Month Average)	*Total of All Wages Paid*
1939	901,361	$1,294,768,947
1940	973,983	1,491,751,420
1941	1,127,483	1,960,888,895
1942	1,228,218	2,591,716,067
1943	1,297,404	3,130,566,363
1944	1,254,859	3,281,435,360
1945	1,108,319 (Preliminary)	2,800,000,000 (Estimated)

Taking a pessimistic approach and assuming that the aggregate of wages will decrease and assuming that benefit payments will continue at the present rate, your Commission is of the firm opinion that the Trust Fund is impregnable and that there is no cause for concern regarding its solvency.

Experience Rating

Approximately 4,400 employers were assigned lower rates for 1945 than for 1944, while approximately 600 were assigned higher rates. The distribution of rates for 1945 on numerical and payroll basis follows:

Rate	*Employers*	*Wages*
0.9	44.1%	35%
1.8	22.8%	49%
2.7	10.3%	11%
3.6	3.2%	1%
*2.7	19.6%	4%

(* Less than 3 years benefit experience.)

Post-War Equipment and Personnel

In casting the 1945–46 budget, the Social Security Board was definite and specific that requests must be based on 1944 experience and that no funds would be available for preparation for post-war claims loads. The Social Security Board took this position as a result of an indication from the Director of the Federal Budget that neither War would end before July 1, 1946. The grant covered only current needs for both personnel and equipment.

In January 1943, the Acting Executive Director appointed a committee composed of Bureau Chiefs to prepare for the post-war problems that would confront the Commission. This committee functioned continuously and blocked out plans covering office space, personnel, training, equipment and facilities necessary to meet the impact.

Early in April of 1945, the Commission attempted to secure approval through the then regional representative of the Social Security Board for the purchase of office machinery, which request was repeated on May 4, 1945. These requests covered graphotype, addressograph and check-writing machines as well as ledger file cabinets, all of which were then available. Both requests were categorically denied.

The Agency, following the recommendations of the Post-War Problems Committee, repeatedly urged the Board to make funds available for the training of new personnel and the same response was made to each request —that no funds were available except for current activities. Failing in these attempts, the Agency petitioned the Board for approval of an over-time payment plan to cover over-time work by personnel already on the employment rolls of the Commission, but approval was withheld.

On August 15, 1945, therefore, the Commission was called upon to meet a situation with personnel, machinery, supplies, equipment and office space that were wholly inadequate. The Social Security Board, realizing the gravity and imminence of the situation, advanced, on August 24, a preliminary grant of $200,000 to cover imperative needs.

Through Your Excellency's prompt cooperation, as well as the cooperation of the Commissioner of the State Department of Taxation and Finance and the President of the State Civil Service Commission, an over-time payment plan was approved. The Acting Executive Director immediately ordered the Bureau of Benefits, the Wage Records Section of the Bureau of Accounts, and other cooperating units on a six-day week, including holidays.

The recruitment of emergency employees was very difficult despite the fact that the Civil Service Commission made its job lists available, the United States Employment Service made referrals of job applicants with clerical experience and advertisements were inserted in local newspapers. Experienced operators for work on addressograph, graphotype and check-writing machines were not available and it became necessary to train typists to do this work. Experienced employees were assigned the duty of supervising and training new personnel. The Agency, in anticipation of the post-war load, had carried on, for a full year, a training program covering specialized benefit functions and when the heavy claims developed, permanent employees with this special training were transferred to the Benefits Bureau. As emergency personnel were trained, the Acting Executive Director ordered second and third shifts established.

The turnover among emergency employees has been extensive and constant, adding greatly to the difficulties. Due to the low scale of remuneration for new employees, emergency jobs in the Agency have not proved attractive to individuals possessing the necessary qualifications. Further losses are anticipated when job opportunities begin to develop in private industry in the Trenton area.

The acquisition of office machinery presented an almost insurmountable problem. New addressograph and graphotype machines were not immediately available. A few used machines were purchased, and others were borrowed through the courtesy of the State Department of Taxation and Finance. Every known source, for purchase or loan of such equipment, was explored. Various Army areas were canvassed, but it was found that the machines were being utilized in the separation of men from the armed forces and could not be spared. Local industry was also solicited, but in most cases, the machines were in use or not adaptable to our purposes. This situation necessitated the "farming out" of some of the work of impressing addressograph plates to companies in Newark and New York. This practice, however, was discontinued as soon as sufficient machines and personnel were available to impress the plates in our own offices.

Status of Employment Service

Demands for the return of the Employment Service to the States have increased with the end of the War. Chapter 386, P. L. 1941 limited the turnover to the "present emergency, or until the Legislature shall otherwise ordain." H. R. 3199 provided for the return of this Service to the States on April 1, 1946. While President Truman pocket-vetoed the measure, it is anticipated that Congress will reactivate the question.

The President's pronouncements indicate that he is opposed to the return at this time, and it would not be surprising if legislation is introduced for permanent nationalization during the present session of Congress. As a matter of fact, the House Labor Committee has recommended passage of the Ramspeck Bill (H. R. 4437),* ostensibly providing for the return of the Employment Service to the States. The high points of this bill are:

1. Unlimited power of the Secretary of Labor over all aspects of State operation.
2. Directive to the Secretary of Labor to establish national uniform referral policy which would by-pass "suitable work" provisions of the State Unemployment Compensation laws.
3. A recapture provision permitting the Secretary of Labor to establish within the State a Federal system of public employment offices during any period in which the State has failed to qualify for funds under the Act.
4. A provision that all personnel added in the Federal Service be kept on the payroll roster of the State until such personnel be given an opportunity to qualify under State Civil Service laws and regulations.

The performance by the United States Employment Service and the War Manpower Commission during the War has not been at all convincing that the Employment Service program can be better administered at the Federal level. This Agency has not veered from the position set forth on page 21 of its 1944 Report to Your Excellency:

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* After this Report was written, the House of Representatives repudiated the Ramspeck Bill and passed the Dirksen Bill (H. R. 5142) by a vote of 263 to 113 to return the Employment Service not later than June 30, 1946.

> "In the era of peace and economic development that follows, it also will be important that this Agency shall be organized in such a manner as to insure a high degree of efficiency to fill the dual role of providing employers with employees on the one hand, and providing unemployment benefits to persons out of employment through no fault of their own, on the other hand.
>
> "Difficulties will persist until such time as the United States Employment Service is returned to the State, which should be at the first sign of mass unemployment prior to the beginning of the period of reconversion to peacetime production."

In States where canvasses have been made, employers have emphatically expressed themselves in favor of the return of this Service to the States.

Your Excellency, at the Governors' Conference at Mackinac Island in July 1945, as well as in public statements and utterances, has expressed the desire of an early return of this Service to the States. It is recognized that the division of authority between benefit paying and job placing is affecting adversely the whole unemployment compensation program. It is generally admitted, even by the advocates of nationalization, that the two functions should be combined and administered at the same level. Before the War, the coordinated Federal-State Employment Service functioned with very little criticism, and there seems to be no reason why the States are now unable to resume their normal functions. Experience has proved that State lines are no barriers to the mobility of labor when coordination and cooperation are assured. Experience also has shown that employers with job offers prefer to cooperate with local authorities rather than with a remotely controlled over-all authority. It is also felt that the State can respond more rapidly to fluctuating and changing conditions in the labor field.

The Commission expresses its ability to accept the return of the Employment Service and to go forward with its efficient operation. This assurance naturally presupposes that sufficient funds will be made available by the Federal Government for proper administration. This Commission has continued to carry in its own name leases on most of the Local Offices of the Employment Service in anticipation of the return of the Service to the State.

Before leaving this discussion, it may be well to point out that the Wagner-Peyser Act is still on the books. This Law, as well as the New

Jersey Law providing for cooperation with the United States Department of Labor, became dormant during the War. When the Employment Service activities are re-assumed by the State, these two acts will be revived and become operative. Thereupon and thereafter the New Jersey Legislature will be under necessity to provide matched funds for the maintenance and operation of the Employment Service in this State. In the spring of 1941, New Jersey appropriated $155,720 for the fiscal year July 1, 1941—June 30, 1942. By the end of the year, $77,860 was expended, leaving a balance of the same amount when the Service was transferred to the Federal Government on January 1, 1942. This balance has been maintained by the State Treasurer in a special account (UCC "D") since that time.

Return of Bureau of Research and Statistics to the Agency

In pursuance of the directive in Chapter 386, P. L. 1941, this Agency made the functions of its Bureau of Research and Statistics available to the Federal Government.

The following provision in the Federal Security Agency Appropriation Act, 1943 (Title II of Public Law 647) became effective on July 2, 1942 for the fiscal year 1942–43 and has been carried by Federal legislation each year thereafter:

> "Provided, further, that no portion of the sum herein appropriated shall be expended by any Federal Agency for the salary of any person who is engaged for more than one-half of the time, as determined by the State Director of Unemployment Compensation, in the administration of the State Unemployment Compensation Act, including claims-taking but excluding registration for work."

Just as soon as it was established to the satisfaction of the Acting Executive Director that the majority of the employees of this Bureau were engaged for more than one-half of the time in the administration of the State Unemployment Compensation Act, he took steps to effect its return to the State Agency.

The return was completed on December 16, 1945. Nineteen individuals were involved in the transfer, twelve of whom had been in the employ of the State at the time of the original turnover. The other seven were appointed subsequent to January 1, 1942. The New Jersey Civil Service Commission cooperated and assisted in the transfer and has advised that it will make a survey in the Bureau to insure that titles and ranges will be set up and established in conformity with the State Law and regulations.

Activities of Commission and Acting Executive Director

The end of hostilities has focused attention on the critical importance of the unemployment compensation program, and the members of the Commission have endeavored to respond to the situation with a full appreciation of the duties and obligations involved.

No change was made in the personnel of the Commission during 1945, and the reappointment of Vincent J. Murphy, who has served since its erection in 1936, has enabled the Commission to go forward with the advantage of his experience and sound judgment to meet the problems presented by the War and of the post-war period.

During the year, the regulations were changed to place upon the Commission members the duty of conducting original hearings on questions of status, coverage, liability for contributions, refunds and related subjects. Forty-seven such hearings were held. After the facts are developed at the hearing, the record is submitted to all the members for their study and consideration, followed by a conference and a determination by the Commission as a whole. This work increased as the year progressed, and the indications are that the Commissioners will be called upon for even more extensive service of this type during 1946.

Additional burdens and responsibilities were placed upon the Acting Executive Director because of the new and peculiar problems arising before and after the termination of the war. Numerous conferences were held with representatives of industry and delegations of workers, as well as individual leaders.

During the year, the Acting Executive Director was active in the Interstate Conference of Employment Security Agencies, attending regional meetings and serving as a member of the Interstate Conference Committee on Reporting, Collections and Coverage, as well as the Committee on Administrative Grants. Duties in connection with these committees necessitated his attendance at meetings in Washington, at conferences in the office of the United States Director of the Budget, before the Social Security Board, and before the Subcommittee of the Congressional Committee on Appropriations.

Conferences with Bureau heads mounted in number, involving discussion of changes in the Law, fiscal operations, rules, regulations, and procedures, as well as problems arising in the normal course. The operations of the Standards, Methods and Planning Unit, established to handle new and revised procedures, were expanded and streamlined by the Acting Executive Director during the year. This action was taken in order to make the administrative processes and procedures more responsive to the increased work load, the changes in the Law, and revised Federal standards.

Pressures at the Federal level to retain the Employment Service facilities, as well as attempts by piecemeal legislation to nationalize the entire Unemployment Compensation program, made many demands upon the time of the Acting Executive Director. These activities involved conferences, studies, preparation of statements, and on one occasion his appearance before the United States Senate Committee on Banking and Finance as the personal representative of Your Excellency.

Agency's Work Load

Some highlights of the work load carried by this Agency during 1945 follow:

302,000	initial claims for benefits received and processed.
1,976,700	continued (weekly) claims for benefits received and processed.
1,834,000	checks for benefits issued.
79,000	wage reports from employers covering
6,100,000	wage items posted on tabulating cards.
88,700	contribution reports together with remittances audited and posted.
62,000	status reports distributed to put into effect "four-or-more" amendment to Law.
8,100	new employer accounts opened.
20,000	"experience rates" computed and issued to employers.
16,200	Field Service visits made to determine liability, check records, obtain reports, etc.
20,000	legal papers issued, including certificates of lien, certificates of debt, pleadings, subpœnas, warrants, etc.
3,900	benefit appeals filed with Appeal Tribunals, and 528 cases carried to Board of Review.
66,300	initial claims for Veterans Readjustment Allowances processed under working agreement with U. S. Veterans Administration.
319,601	Readjustment Allowance checks issued to eligible veterans.

The above statistics do not include items of correspondence, telephone calls, conferences, or other such matters.

State Legislation in 1945

Important changes in the Unemployment Compensation Law were enacted by the 1945 Legislature. Outstanding were two measures recommended by Your Excellency as a result of studies made by the State Commission on Post-War Economic Welfare.

1. Chapter 72, P. L. 1945 amended Section 3 of the Unemployment Compensation Law to provide an increase in the maximum weekly benefit rate from $18 to $22, and the minimum from $7 to $9; at the same time, it expanded the benefit formula, providing that the maximum total of benefits payable during any benefit year shall be one-third (instead of one-fifth) of total wages during the

base year, or 26 times (instead of 18 times) the weekly benefit rate, whichever is the lesser; also increasing the minimum total benefits to not less than ten times (instead of six) the weekly benefit rate. This Act became operative on July 1, 1945 and applies to all benefits payable with respect to benefit years beginning on and after that date.

2. Chapter 73, P. L. 1945 amended Sections 5, 8, 19 and 21 of the Unemployment Compensation Law. Services performed by individuals as officers or members of the crew of vessels on the navigable waters of the United States are now included under "employment." The Commission is also authorized to enter into reciprocal agreements with other States covering maritime service in interstate and foreign commerce. Employers of four or more instead of eight or more are now made subject. Another important change effected was the designation of February 1 instead of January 5 as the last date on which employers may file applications for termination of coverage. The effective date of this Act was January 1, 1946.

Sixteen other bills were introduced, three of which became law. A fourth, providing for the compromise of penalties, interest and contributions, was vetoed by Your Excellency.

The refund provisions were both liberalized and made uniform by Chapter 307, P. L. 1945, which amended Section 14 of the Law. Both employers and employees are now allowed two calendar years after the calendar year in which moneys are erroneously paid to recover such payments.

Chapter 308, P. L. 1945 amended Sections 5, 6, 10, 16 and 21 of the Law, and repeals Section 20. As a result of this amendment, benefit claims in labor disputes follow the same hearing and appeals procedures as other claims. The amendment to Section 6 requires notices of benefit determinations to be given to all employers in the base year as well as the most recent employing unit. The amendment to Section 21 enables the Agency to enter into reciprocal arrangements with other States for the transfer of contributions paid to the wrong State.

Chapter 203, P. L. 1945 amended Section 10 of the Law to provide per diem allowances to the members of the Commission.

Subject Employers

For the first time in several years, more employers were on the roster at the end of the year than at the beginning. This situation was brought about to a great extent by the fact that the Law was amended, many employers who would have normally terminated their coverage choosing to remain subject. Other employing units whose activities were covered in whole or in part by the contractor-subcontractor provisions of Section 19(g) of the Law voluntarily elected coverage for the same reason.

The work of the Employers' Status Section was greatly increased by the amendment providing the "four-or-more" coverage. This amendment necessitated the canvassing of approximately 62,000 employing units not registered with the Commission. Of the 34,000 units which responded by the end of the year, 5,167 have been impressed with subject status. This figure is increasing as responses continue, and it can be conservatively stated that it will reach the ten thousand mark during 1946.

During the year, 1,670 units became subject under the "eight-or-more" provision, and 555 units were determined to have attained subject status prior to January 1, 1945. There were 620 elections, and 126 dormant accounts became activated. On the other hand, the employer roster was reduced by 2,051, representing units discontinuing business or having no payroll, as well as units terminating coverage. The net showed an increase of approximately 500 active accounts.

Wage Record Reporting

New Jersey has pioneered in re-designing its wage report forms to conform to Federal forms. This permitted employers to use this Commission's report forms as a carbon copy of their Federal Wage Report. During 1945, 1,596 employers reported 561,318 employees by this method. While this represents less than 10 percent. of the subject employers, it includes more than a third of the covered workers. Employers availing themselves of these forms state that their use results in the saving of time and expense.

Return of Employees from Military Service

Military leave was granted to 147 employees during the War. At the end of the year, 79 employees had returned to their duties; 3 had resigned. Four employees were killed in action, and a fifth is reported missing. Sixty are still on military leave, many of whom are expected to return early in 1946.

The positions held prior to entry into the armed forces by employees granted military leave have, in every case, been reserved for them. As employees have returned, they have been reinstated either in the positions which they held at the time of entering the armed service, or in comparable positions. The salaries of employees returning from the armed forces have been adjusted to include the increments and adjustments they would have received had they remained in State employment. They have been fully advised of their vacation and sick leave credits which accrued to them while in the armed service, and also of their rights and privileges as veterans and as permanent State employees.

Generally speaking, the employees who have returned from the armed service have a broadened outlook and an improved capacity for work and responsibility. With brief refresher training, they are satisfactorily performing the work assigned to them.

Appealed Benefit Claims

When the deputy denies a benefit claim, the worker may appeal. If the deputy allows the claim, the interested employer may appeal. The first appeal is to the Appeal Tribunal. From there, the appeal is taken to the Board of Review.

Benefit appeals showed a marked increase in 1945 both to the Board of Review and Appeal Tribunals, especially following V-J Day.

The Board of Review, starting the year with some undecided cases, received 528 new appeals. The Board cleared 532 cases, leaving 84 undecided at the close of the year. In addition, the Board entertained 132 labor dispute matters, most of them after V-J Day, of which 31 were cleared.

The Appeal Tribunals received 3,535 ordinary appeals and cleared 3,421; they also received 254 appeals under the Veterans' Readjustment Act and cleared 234. These Tribunals also received 89 interstate appeals and cleared 61. This remarkable record was made by the Appeal Tribunals by reason of the fact that the Acting Executive Director transferred five regular employees of the Commission from their other duties and assigned them to the duties of appeals examiners. Another factor that contributed to the liquidation of benefit appeals was the revising of procedures to speed up the hearings.

The amendment to Section 6(b) of the Law by Chapter 308, P. L. 1945, requiring notices to all employers in the base year, as well as to the last employing unit, had a marked effect on increasing the number of benefit appeals. The amendment to Section 5(d), effected by the same Chapter, will necessarily result in a large increase in the Appeal Tribunals' load, inasmuch as hearings in labor dispute cases under that amendment follow the course of other benefit appeals. It is anticipated that the amendment to Section 19(h) by Chapter 73, P. L. 1945, including employers of four or more (instead of eight or more) will add to the appeals load during the year 1946.

On December 26, 1945, the former Chairman of the Board of Review, Lt. Col. Franklin M. Ritchie, resumed his duties with the Board and was re-elected Chairman as of January 1, 1946.

Servicemen's Readjustment Allowances

During 1945, the Commission continued the processing of claims for servicemen's Readjustment Allowances taken in the United States Employment Service Local Offices. As expected, the increase in the volume of these claims was very sharp, showing a rapid upward trend immediately following V-J Day. From an average of about 900 *initial* claims per month for the first four months of the year, the load increased as follows: July, 2,056; September, 5,311; October, 12,899; November, 16,468; and December, 18,619. The total number of initial claims filed during the year was 66,324.

The volume of *weekly* continued claims by veterans for unemployment, either because of lack of work or sickness, showed a corresponding upward trend throughout the year. During February, for example, only 6,095 such claims were filed, increasing to 26,453 in September and to 108,070 in December. The total number of weekly claims for the year was 340,503. Payments in 1945 numbered 319,601 and totaled $6,382,217. In the month of December, an average of 17,566 veterans were receiving Readjustment Allowances weekly. It is anticipated that in the next six months, the Commission will shoulder a heavy administrative burden in the processing of these claims.

The Veterans' Readjustment Act provides for the payment of benefits to self-employed veterans whose net earnings do not reach a minimum of $100 a month. Such claims are filed on a monthly basis and entail a complete audit of the veteran's business operations for the month in question. Thereafter, the claims are certified to the Veterans Administration in Washington for payment or non-payment. To service these claims, the Acting Executive Director, by order dated September 1, 1945, instituted a new type of field investigation whereby the initial examination is made in the Regional Office of the Bureau of Audits and Field Service. Here an examination and analysis are made by the field auditors, followed, if necessary, by an examination and analysis at the self-employed veteran's place of business.

PART II

STATISTICAL TABLES AND CHARTS

STATEMENT OF POSITION AND PROGRESS OF THE UNEMPLOYMENT COMPENSATION FUNDS

UNEMPLOYMENT COMPENSATION COMMISSION OF NEW JERSEY

As of September 30, 1945 (Note 1)

Assets and Income

Cash:		
Unemployment Trust Fund (U. S. Treasury)		$448,473,745.47
Clearing Account (N. J. Depository)		23,010.54
On Hand (Uncleared and Undeposited)		16,989,580.48
Benefit Account (N. J. Depository)	$80,025,000.00	
Less: Benefits Paid	79,855,083.35	
Balance in Benefit Account		169,916.65
Total Net Cash Assets		$465,656,253.14
Add: Benefits Paid (above)		79,855,083.35
Total Cash Income		$545,511,336.49
Receivables:		
Dishonored Checks	$3,267.12	
Underpayments of Contributions and Contributions Due on Reports Filed	109,829.97	
Assessments—Interest and Penalties	41,583.66	
Assessments—Deficiency	85,923.33	
Assessments—Arbitrary	16,430.06	
Claims in Bankruptcy	165,610.11	
Total	$422,644.25	
Add: Certificates of Debt (Doubtful Accounts)	64,744.00	
Uncollectible Accounts Receivable	1,589,938.02	
Total Accounts Receivable	$2,077,326.27	
Less: Overpayments and Refunds Payable	7,906.75	
Total Non-Cash Income		2,069,419.52
TOTAL NET INCOME		$547,580,756.01

INCOME DISTRIBUTION

1936 to 1940 Contributions—Employers'	$137,757,521.62	
1936 to 1940 Contributions—Workers'	36,334,280.93	$174,091,802.55
1941 Contributions—Employers'	$48,524,062.88	
1941 Contributions—Workers'	17,864,734.63	66,388,797.51
1942 Contributions—Employers'	$37,675,387.59	
1942 Contributions—Workers'	23,262,087.32	60,937,474.91
1943 Contributions—Employers'	$51,694,106.74	
1943 Contributions—Workers'	27,628,371.38	79,322,478.12
1944 Contributions—Employers'	$52,371,667.07	
1944 Contributions—Workers'	28,234,024.48	80,605,691.55
1945 Contributions—Employers'	$34,573,927.32	
1945 Contributions—Workers'	21,172,823.18	55,746,750.50
Interest and Penalties Due on Past-Due Contributions		1,671,540.45
Interest Earnings on Unemployment Trust Fund (U. S. Treasury)		33,084,762.14
Railroad Retirement Board Fund Payments (NOTE 2)		—4,268,521.02
Undistributed		—20.70
TOTAL INCOME DISTRIBUTION		$547,580,756.01

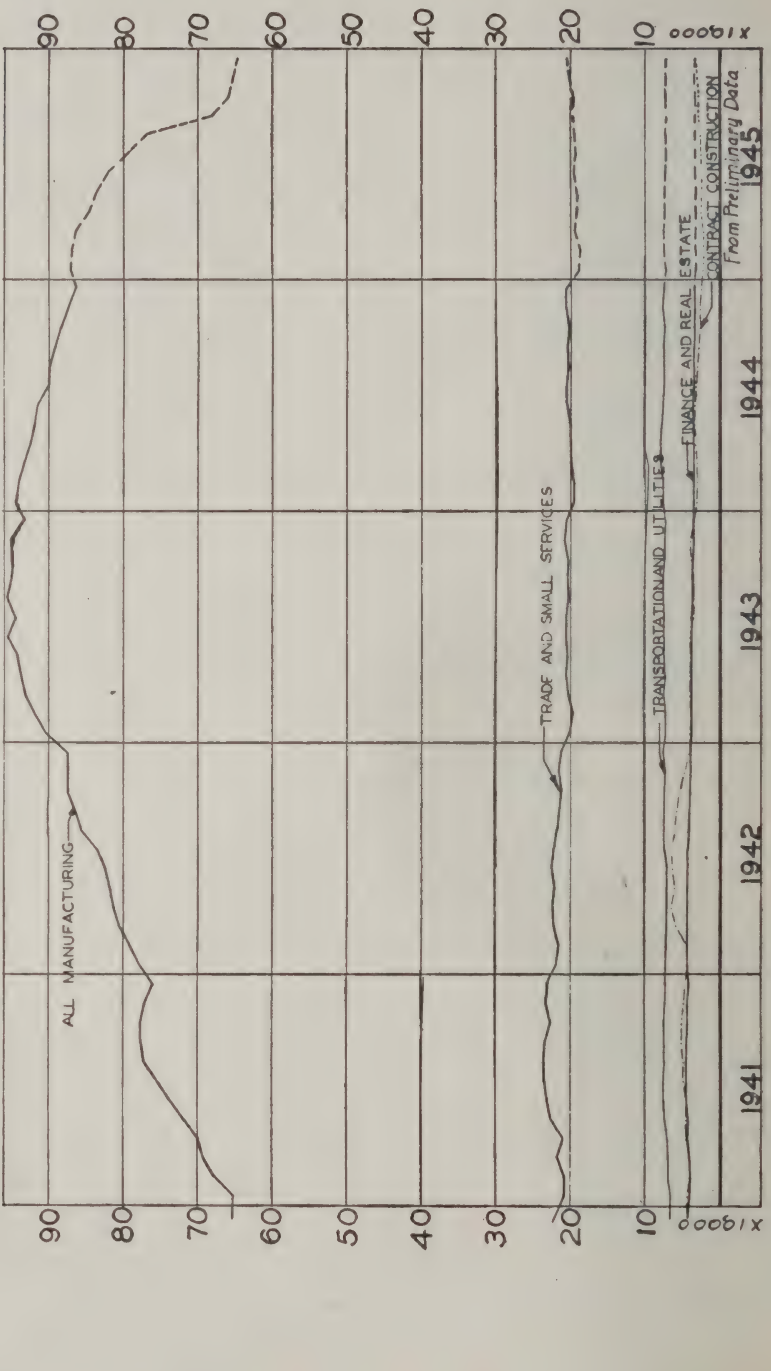
NOTE 1: Fiscal operations and contributions for the fourth calendar quarter of 1945 are not included in this statement as the due date for such reports is January 31, 1946.

NOTE 2: This item shall be apportioned over the contribution income accounts for the years 1936-37-38-39, whenever final settlement is made with the Railroad Retirement Board, at which time proper allocation will be known.

ADMINISTRATIVE EXPENDITURES FOR THE CALENDAR YEAR 1945

CATEGORY	*Unemployment Compensation Commission*	*Veterans' Administration Expenses*	*United States Employment Service*	*Total*
Personal Services	$1,492,642.93	$56,392.01	$8,392.37	$1,557,427.31
Non-personal Services:				
Supplies	92,463.84	21,948.81	5,017.09	119,429.74
Communication Services	15,510.28	233.00	45,077.01	60,820.29
Travel Expenses	18,333.48	198.32	....	18,531.80
Printing and Binding	6,869.96	1,638.00	....	8,507.96
Rents—Equipment	40,956.39	108.00	2,286.00	43,350.39
Repairs and Alterations—Equipment	7,296.15	289.30	2,523.18	10,108.63
Rents—Premises	106,957.13	1,185.00	135,160.67	243,302.80
Repairs and Alterations—Premises	321.02	17.84	1,494.70	1,833.56
Heat, Light and Water	6,339.30	81.60	1,955.36	8,376.26
Equipment Purchases	32,167.93	351.62	....	32,519.55
Miscellaneous	61,426.01	357.63	6,245.08	68,028.72
Totals	$1,881,284.42	$82,801.13	$208,151.46	$2,172,237.01

NOTE: Administrative Expenses for the month of December have been estimated.

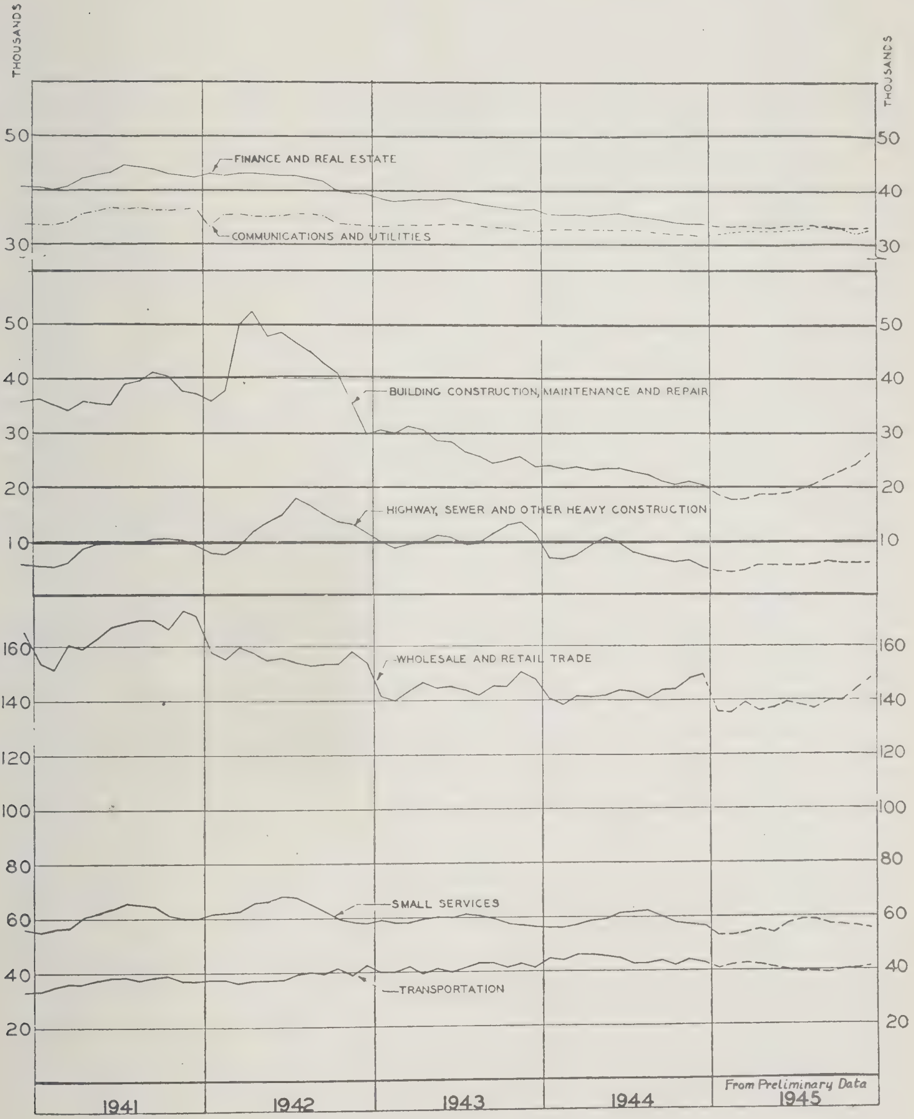


EMPLOYMENT TRENDS IN MAJOR INDUSTRY DIVISIONS
COVERED JOBS BY MONTHS-1941 THROUGH 1945
Measured From Common Base Line

EMPLOYMENT TRENDS IN SELECTED INDUSTRY GROUPS

COVERED JOBS BY MONTHS–1941 THROUGH 1945

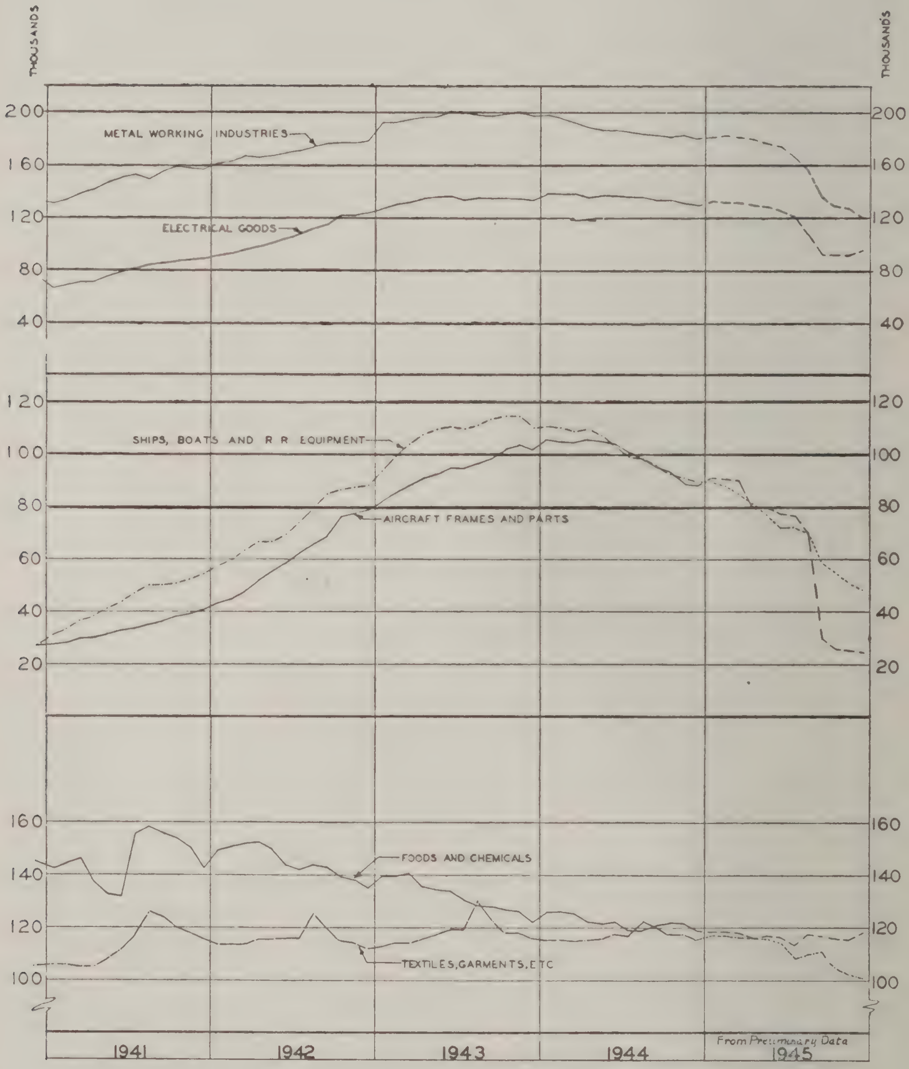
(*Non-manufacturing*)



EMPLOYMENT TRENDS IN SELECTED INDUSTRY GROUPS

COVERED JOBS BY MONTHS-1941 THROUGH 1945

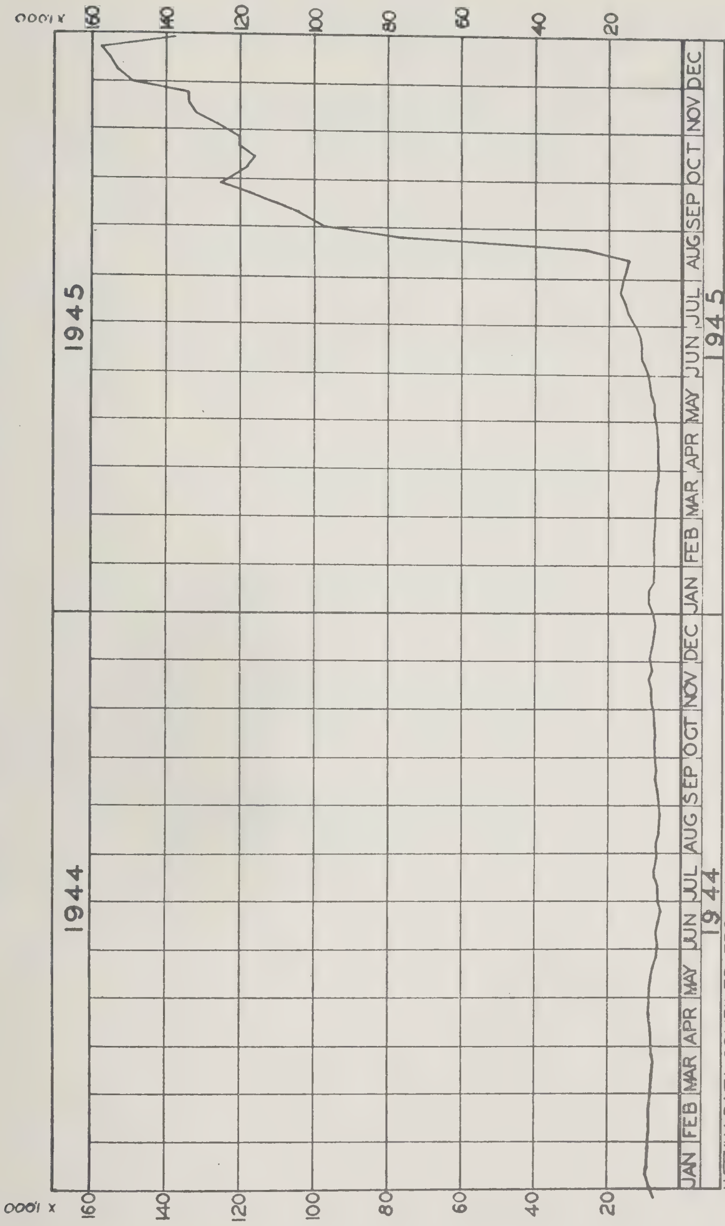
(Manufacturing)



TREND OF UNEMPLOYMENT

LOCAL OFFICE APPEARANCES CERTIFIED AS CLAIMS

(EXCLUDES NON-RESIDENTS OF NEW JERSEY)



WEEKLY DATA COMPILED FROM CLAIM-DOCUMENTS AND CERTIFIED APPEARANCES, ADJUSTED TO EXCLUDE PERSONS IN NEW YORK AND PENNA-INCLUDES BOTH U.C. CLAIMS AND SERVICEMEN'S READJUSTMENT ALLOWANCES, BUT EXCLUDES CLAIMS BY VETERANS FOR WEEKS OF SICKNESS AND CLAIMS BY THE PARTIALLY UNEMPLOYED.

NEW JERSEY COVERED EMPLOYMENT

(Number of Jobs for each month reported by Employers)

	1937[1]	*1938*	*1939*[2]	*1940*	*1941*	*1942*	*1943*	*1944*	*1945*[3]
January	901,242	841,126	851,300	917,187	1,016,542	1,162,198	1,261,427	1,288,096	1,192,871
February		843,305	860,011	918,899	1,041,399	1,172,856	1,269,797	1,281,816	1,192,045
March		846,380	882,830	934,643	1,067,066	1,205,246	1,292,066	1,281,998	1,192,377
April	921,832	851,480	893,613	939,282	1,085,014	1,220,865	1,298,778	1,276,014	1,172,448
May		849,467	897,809	949,489	1,112,756	1,219,681	1,303,278	1,271,291	1,163,629
June		840,379	915,549	966,774	1,140,894	1,230,557	1,315,470	1,270,570	1,153,289
July	925,358	826,893	879,755[2]	966,273	1,165,501	1,242,812	1,304,118	1,250,024	1,126,962
August		850,855	904,185	995,809	1,183,725	1,258,751	1,311,028	1,245,590	1,104,210
September		856,231	929,461	1,014,651	1,190,484	1,260,056	1,307,988	1,237,995	1,015,797
October	888,808	842,424	945,370	1,023,461	1,183,678	1,262,367	1,305,524	1,224,178	996,100
November		841,310	938,907	1,032,442	1,179,680	1,255,609	1,312,710	1,221,608	996,000
December		828,886	917,537	1,028,885	1,163,052	1,247,620	1,286,662	1,209,131	994,100

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[1] Data for 1937 are available only as averages for each quarter.

[2] Railroad Employment transferred to Federal coverage July 1, 1939.

[3] Preliminary for first three quarters; fourth quarter data estimated.

NOTE: The count of "Jobs" is obtained from the quarterly reports, made by employers subject to the Unemployment Compensation Law, of the number of workers currently employed at sometime near the 15th day of each month when the employer regularly makes his payroll count of all such workers. The term "Covered Job" is used to distinguish this count from a count of "Covered Workers" which includes any worker who earned some wages in covered employment during a past period whether currently employed by a covered employer or not.

NEW JERSEY COVERED EMPLOYMENT—MANUFACTURING

(Number of Jobs for each month reported by Employers)

	1937[1]	*1938*	*1939*	*1940*	*1941*	*1942*	*1943*	*1944*	*1945*[2]
January		482,783	510,449	585,316	651,760	778,269	904,076	943,972	871,010
February	527,315	486,717	518,701	587,434	677,435	789,747	917,681	940,187	870,004
March		483,958	528,071	591,543	691,657	803,667	931,118	933,153	864,260
April		487,258	528,297	592,548	699,155	813,488	935,135	925,116	845,483
May	537,516	478,653	527,010	593,957	718,457	816,561	941,318	918,551	837,026
June		472,918	535,647	604,012	738,274	823,396	952,541	915,644	822,349
July		471,924	532,235	605,018	753,662	833,762	944,831	899,816	794,825
August	533,769	495,402	556,438	632,598	771,655	856,170	953,980	899,092	767,910
September		495,067	573,954	647,726	776,217	864,349	949,549	892,380	681,143
October		493,093	591,081	652,491	777,004	873,895	948,281	883,470	660,000
November	500,902	492,729	584,648	658,133	771,930	873,477	949,668	874,870	652,600
December		479,433	565,604	651,606	759,536	873,610	931,648	864,935	647,600

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[1] Data for 1937 are available only as averages for each quarter.

[2] Preliminary for first three quarters; fourth quarter data estimated.

NOTE: The count of "Jobs" is obtained from the quarterly reports, made by employers subject to the Unemployment Compensation Law, of the number of workers currently employed at sometime near the 15th day of each month when the employer regularly makes his payroll count of all such workers. The term "Covered Job" is used to distinguish this count from a count of "Covered Workers" which includes any worker who earned some wages in covered employment during a past period whether currently employed by a covered employer or not.

NEW JERSEY COVERED EMPLOYMENT—WHOLESALE AND RETAIL TRADE

(Number of Jobs for each month reported by Employers)

	1937[1]	*1938*	*1939*	*1940*	*1941*	*1942*	*1943*	*1944*	*1945*[2]
January		135,047	131,753	144,993	153,356	157,854	141,754	140,262	136,189
February	132,099	134,474	132,741	143,651	151,689	155,357	139,868	138,669	135,441
March		137,222	138,416	149,299	160,366	159,538	143,718	141,616	139,016
April		137,470	139,773	148,060	159,128	157,304	146,813	140,993	136,189
May	146,002	136,175	139,781	150,579	162,997	155,183	144,256	141,336	137,116
June		137,064	143,691	155,009	166,879	155,580	145,062	143,350	139,150
July		133,693	144,207	152,201	168,445	154,204	143,997	142,794	138,268
August	150,033	131,828	144,215	153,024	169,693	152,813	142,157	140,661	138,000
September		137,016	148,233	153,825	169,624	153,642	144,787	143,387	139,480
October		133,384	153,361	155,583	166,512	153,719	144,983	143,783	140,000
November	154,220	136,312	155,583	160,966	172,959	158,090	150,513	148,090	144,000
December		139,109	157,240	165,102	171,239	154,193	147,934	149,592	148,000

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[1] Data for 1937 are available only as averages for each quarter.

[2] Preliminary for first three quarters; fourth quarter data estimated.

NOTE: The count of "Jobs" is obtained from the quarterly reports, made by employers subject to the Unemployment Compensation Law, of the number of workers currently employed at sometime near the 15th day of each month when the employer regularly makes his payroll count of all such workers. The term "Covered Job" is used to distinguish this count from a count of "Covered Workers" which includes any worker who earned some wages in covered employment during a past period whether currently employed by a covered employer or not.

NEW JERSEY COVERED EMPLOYMENT—TRANSPORTATION SERVICES

(Number of Jobs for each month reported by Employers)

	1937[1]	*1938*	*1939*[2]	*1940*	*1941*	*1942*	*1943*	*1944*	*1945*[3]
January	62,599	62,636	63.975	33,510	33,744	37,486	40,032	44,705	40,342
February		61,938	64,142	33,713	34,871	37,390	39,753	44,199	42,475
March		60,619	64,937	33,439	36,063	37,181	41,969	46,118	42,475
April	63,452	59,504	64,638	32,198	36,052	36,933	39,743	46,082	41,894
May		59,750	65,464	32,366	37,254	37,234	41,005	45,583	41,177
June		59,881	66,519	32,518	38,262	37,073	41,084	44,697	40,234
July	65,337	59,855	32,996[2]	32,040	38,484	39,027	41,392	42,451	39,589
August		60,719	32,884	32,380	37,502	40,133	42,749	42,485	40,700
September		61,887	34,463	31,912	38,482	39,646	42,942	43,134	39,039
October	64,431	60,295	34,693	32,442	39,101	41,714	41,691	42,165	40,000
November		60,875	35,453	32,314	38,177	39,151	42,452	44,054	40,500
December		59,477	33,645	33,222	37,203	42,427	41,580	43,041	41,000

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[1] Data for 1937 are available only as averages for each quarter.

[2] Railroad Employment transferred to Federal coverage July 1, 1939.

[3] Preliminary for first three quarters; fourth quarter data estimated.

NOTE: The count of "Jobs" is obtained from the quarterly reports, made by employers subject to the Unemployment Compensation Law, of the number of workers currently employed at sometime near the 15th day of each month when the employer regularly makes his payroll count of all such workers. The term "Covered Job" is used to distinguish this count from a count of "Covered Workers" which includes any worker who earned some wages in covered employment during a past period whether currently employed by a covered employer or not.

NEW JERSEY COVERED EMPLOYMENT—COMMUNICATIONS AND UTILITIES

(Number of Jobs for each month reported by Employers)

	1937[1]	*1938*	*1939*	*1940*	*1941*	*1942*	*1943*	*1944*	*1945*[2]
January		32,039	30,787	32,681	33,623	35,214	33,075	32,594	31,815
February	31,580	31,631	30,772	32,835	33,543	35,189	33,188	32,693	32,348
March		31,810	31,100	33,146	34,049	35,291	33,278	32,648	32,343
April		31,871	32,530	33,227	35,298	35,016	33,372	32,650	32,297
May	33,060	32,022	32,859	33,527	35,783	34,907	33,374	32,542	32,341
June		32,121	33,034	34,124	36,644	35,102	33,577	32,449	32,398
July		32,228	33,938	34,027	36,309	35,378	33,518	32,452	32,714
August	34,291	32,331	32,885	34,260	36,514	35,270	33,349	32,226	32,900
September		32,613	32,913	34,270	36,099	35,067	32,958	32,039	33,369
October		32,338	32,805	34,204	36,097	33,715	32,922	31,849	33,000
November	33,970	32,332	32,719	34,085	36,151	33,459	32,526	31,761	32,000
December		32,492	33,014	33,800	36,468	33,324	32,338	31,520	32,500

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[1] Data for 1937 are available only as averages for each quarter.

[2] Preliminary for first three quarters; fourth quarter data estimated.

NOTE: The count of "Jobs" is obtained from the quarterly reports, made by employers subject to the Unemployment Compensation Law, of the number of workers currently employed at sometime near the 15th day of each month when the employer regularly makes his payroll count of all such workers. The term "Covered Job" is used to distinguish this count from a count of "Covered Workers" which includes any worker who earned some wages in covered employment during a past period whether currently employed by a covered employer or not.

NEW JERSEY COVERED EMPLOYMENT—HOTELS, AMUSEMENTS AND SMALL SERVICES, ETC.

(Number of Jobs for each month reported by Employers)

	1937[1]	*1938*	*1939*	*1940*	*1941*	*1942*	*1943*	*1944*	*1945*[2]
January		55,114	52,333	51,254	54,952	61,619	58,985	55,760	53,033
February	56,228	55,202	51,311	51,504	56,250	61,994	57,814	56,035	52,908
March		56,325	53,413	53,673	56,396	62,515	58,182	57,077	54,208
April		59,662	57,666	55,654	60,635	65,296	59,563	58,585	54,915
May	53,434	60,380	58,315	57,505	61,952	65,880	59,862	59,000	54,276
June		62,523	60,955	59,285	63,640	68,132	60,124	60,775	56,944
July		60,098	61,046	59,460	65,421	67,580	61,185	61,705	58,645
August	56,671	60,382	61,046	60,037	64,971	64,867	60,589	61,946	60,100
September		60,716	61,260	59,047	64,335	62,404	59,700	59,813	56,763
October		54,745	56,061	57,432	61,015	59,440	57,747	57,701	56,300
November	55,911	53,569	54,893	55,276	59,819	58,287	57,113	57,001	56,000
December		53,909	55,822	55,890	59,837	58,181	56,715	56,472	55,000

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[1] Data for 1937 are available only as averages for each quarter.

[2] Preliminary for first three quarters; fourth quarter data estimated.

NOTE: The count of "Jobs" is obtained from the quarterly reports, made by employers subject to the Unemployment Compensation Law, of the number of workers currently employed at sometime near the 15th day of each month when the employer regularly makes his payroll count of all such workers. The term "Covered Job" is used to distinguish this count from a count of "Covered Workers" which includes any worker who earned some wages in covered employment during a past period whether currently employed by a covered employer or not.

NEW JERSEY COVERED EMPLOYMENT—FINANCE, INSURANCE AND REAL ESTATE

(Number of Jobs for each month reported by Employers)

	1937[1]	*1938*[2]	*1939*	*1940*	*1941*	*1942*	*1943*	*1944*	*1945*[3]
January		43,817	38,846	40,450	40,488	42,778	38,109	35,426	33,255
February	42,088	43,764	39,066	40,454	40,173	42,628	37,854	35,314	33,181
March		44,407	39,458	40,858	40,528	42,793	37,866	35,330	33,285
April		44,745	39,945	41,405	41,904	42,929	38,116	35,221	33,069
May	41,584	44,086	40,088	41,789	42,411	42,846	38,150	35,276	33,025
June		43,984	40,320	42,151	42,840	42,533	38,337	35,555	33,309
July		38,924[2]	40,391	41,871	44,356	42,525	37,808	35,183	33,236
August	42,082	38,878	40,036	41,744	44,140	41,998	37,423	34,949	33,400
September		38,411	39,928	41,581	43,806	41,468	36,867	34,568	33,072
October		38,307	39,387	40,978	42,823	39,772	36,536	34,012	33,000
November	42,725	38,046	38,942	40,752	42,535	39,305	36,284	33,810	33,000
December		38,160	38,936	40,560	42,293	39,176	36,362	33,775	33,000

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[1] Data for 1937 are available only as averages for each quarter.

[2] Sharp decrease due to removal of Federal Reserve System banks from coverage.

[3] Preliminary for first three quarters; fourth quarter data estimated.

NOTE: The count of "Jobs" is obtained from the quarterly reports, made by employers subject to the Unemployment Compensation Law, of the number of workers currently employed at sometime near the 15th day of each month when the employer regularly makes his payroll count of all such workers. The term "Covered Job" is used to distinguish this count from a count of "Covered Workers" which includes any worker who earned some wages in covered employment during a past period whether currently employed by a covered employer or not.

NEW JERSEY COVERED EMPLOYMENT—CONSTRUCTION AND CONTRACTING

(Number of Jobs for each month reported by Employers)

	1937[1]	*1938*	*1939*	*1940*	*1941*	*1942*	*1943*	*1944*	*1945*[2]
January		19,051	18,969	23,637	41,791	43,768	40,237	30,690	23,105
February	23,426	18,089	19,063	23,894	40,422	45,440	38,543	30,031	21,957
March		19,701	22,889	26,995	40,418	58,661	40,399	31,116	22,415
April		21,874	25,534	29,984	44,145	63,937	40,288	32,249	23,991
May	24,224	22,021	28,773	33,521	44,797	61,078	39,467	33,715	24,022
June		22,661	29,945	33,521	45,049	63,004	38,859	32,875	24,310
July		22,285	29,855	35,281	48,617	64,332	35,760	30,626	25,132
August	23,768	23,330	31,604	35,165	48,950	61,602	35,229	29,357	26,700
September		22,223	33,426	39,315	51,318	57,554	35,609	27,717	27,977
October		22,500	32,262	42,900	50,943	54,202	37,811	26,360	29,000
November	25,114	20,618	31,319	43,443	47,762	48,155	38,731	27,320	30,000
December		18,182	28,059	41,472	46,223	41,157	34,953	25,407	32,000

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[1] Data for 1937 are available only as averages for each quarter.

[2] Preliminary for first three quarters; fourth quarter data estimated.

NOTE: The count of "Jobs" is obtained from the quarterly reports, made by employers subject to the Unemployment Compensation Law, of the number of workers currently employed at sometime near the 15th day of each month when the employer regularly makes his payroll count of all such workers. The term "Covered Job" is used to distinguish this count from a count of "Covered Workers" which includes any worker who earned some wages in covered employment during a past period whether currently employed by a covered employer or not.

NEW JERSEY COVERED JOBS

Major Industrial Divisions	*Sept. 1940*	*Sept. 1942*	*Sept. 1943*	*Sept. 1944*	*Aug. 1945*	*Dec. 1945*
Manufacturing Industries	647,726	864,349	949,549	892,380	767,910	647,600
Wholesale and Retail Trade	153,825	153,642	144,787	143,387	138,000	148,000
Transportation—Services	31,912	39,646	42,942	43,124	40,700	41,000
Communications and Utilities	34,270	35,067	32,958	32,049	32,900	32,500
Hotels, Amusements and Small Services	59,047	62,404	59,700	59,813	60,100	55,000
Finance, Insurance and Real Estate	41.581	41,468	36,867	34,568	33,400	33,000
Construction Contracting	39,315	57,554	35,609	27,717	26,700	32,000
Mining, Agriculture and Other	6,975	5,926	5,576	4,957	4,500	5,000
Total	1,014,651	1,260,056	1,307,988	1,237,995	1,104,210	994,100
Manufacturing, Major Groups						
Ordnance, Shells, etc.	......	13,801	36,058	33,048	27,540	4,000
Food Products	50,319	45,432	45,644	44,128	42,250	41,000
Tobacco Products	12,496	8,500	5,866	5,433	5,340	5,600
Textile Mill Goods	65,378	61,326	56,827	52,874	49,420	50,000
Apparel and Related Goods	81,764	81,622	71,390	67,912	61,240	51,000
Lumber and Products	11,536	11,042	9,824	10,015	9,100	9,300
Paper and Allied Products	13,788	15,101	16,228	16,479	16,050	17,300
Printing, Publishing, etc.	14,378	12,791	12,212	12,075	12,460	14,200
Chemicals, Paints and Explosives	66,614	73,974	77,507	75,855	74,640	77,000
Petroleum Products	15,245	14,629	14,264	13,956	14,010	14,500
Rubber Goods	13,363	15,002	15,773	15,632	15,490	15,000
Leather Goods	13,682	12,089	10,548	8,909	8,300	7,500
Stone, Clay and Glass	24,908	29,951	28,839	25,485	23,600	24,000
Iron and Steel Industries	42,270	47,838	49.137	45,859	40,640	35,500
Shipbuilding and Repair	25,086	84,526	113,148	96,324	72,000	48,000
Aircraft, Engines and Parts	22,512	68,554	98,109	94,892	71,220	24,500
Non-Ferrous Metal Industries	29,814	35,158	33,505	31,298	29,370	28,000
Electrical Goods Industries	67,135	113,870	133,717	133,161	105,860	95,000
Non-Electrical Machinery	35,451	68,926	67,400	60,708	48,820	42,200
Automotive Industry	13,538	8,898	11,101	10,868	8,520	10,000
Unclassified Manufacturing	28,449	41,319	42,452	37,469	32,040	34,000
Total Manufacturing	647,726	864,349	949,549	892,380	767,910	647,600

Data for August 1945, preliminary; for December 1945, estimated without adjustment for effects of labor disputes.

The count of "Jobs" is obtained from the quarterly reports, made by employers subject to the Unemployment Compensation Law, of the number of workers currently employed at sometime near the 15th day of each month when the employer regularly makes his payroll count of all such workers. The term "Covered Job" is used to distinguish this count from a count of "Covered Workers" which includes any worker who earned some wages in covered employment during a past period whether currently employed by a covered employer or not.

EMPLOYER EXPERIENCE RATING

DISTRIBUTION OF 1945 EXPERIENCE RATING ACCOUNTS ACCORDING TO CONTRIBUTION RATES ASSIGNED

By Major Industry Divisions

		Distribution of Accounts					
Industry Divisions		*All*	*Rated 0.9%*	*Rated 1.8%*	*Rated 2.7%*	*Rated 3.6%*	*Not Rated* (2.7%)*
All Divisions	Accts.	18,515	8,155	4,221	1,909	601	3,629
	%	100.0	44.1	22.8	10.3	3.2	19.6
Manufacturing	Accts.	6,523	2,190	1,784	825	296	1,428
	%	100.0	33.7	27.3	12.6	4.5	21.9
Construction and Contracting	Accts.	1,828	399	367	415	149	498
	%	100.0	21.8	20.1	22.6	8.2	27.3
Transportation, Communication and Utilities	Accts.	968	472	266	59	3	168
	%	100.0	48.8	27.5	6.1	0.3	17.3
Wholesale and Retail Trade	Accts.	5,469	3,141	1,106	286	55	881
	%	100.0	57.5	20.2	5.2	1.0	16.1
Finance, Insurance and Real Estate	Accts.	1,129	781	127	52	4	165
	%	100.0	69.2	11.2	4.6	0.4	14.6
Miscellaneous Service	Accts.	2,377	1,095	539	254	66	423
	%	100.0	46.1	22.7	10.7	2.8	17.7
Agriculture, Forestry and Fishing	Accts.	90	22	10	9	25	24
	%	100.0	24.4	11.1	10.0	27.8	26.7
Mining and Quarrying	Accts.	78	50	17	5	2	4
	%	100.0	64.1	21.8	6.4	2.6	5.1
Unclassified by Industry	Accts.	53	5	5	4	1	38
	%	100.0	9.4	9.4	7.5	1.9	71.8

Approximate Distribution of Estimated 1945 Taxable Payroll According to Rate Groups

Contribution Rate	*Wages upon which Contributions were Payable*	
Total	$2,530,000,000	100%
0.9%	886,000,000	35%
1.8%	1,240,000,000	49%
2.7%	278,000,000	11%
3.6%	25,000,000	1%
(2.7%) Not Rated*	101,000,000	4%

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* Less than three years of benefit experience.

WAGES IN COVERED EMPLOYMENT, CONTRIBUTIONS AND EFFECTIVE EMPLOYERS' RATES

	Total of All Wages Paid by Employers to Workers	*Wages in Covered[1] Employment Subject to Contributions*	*Employers' Contributions**	*Effective Employers' Rate*
1940	$1,492 Million	$1,330 Million	$36,160,000	2.7%
1941	1,961 "	1,786 "	48,524,000	2.7%
1942	2,592 "	2,326 "	37,675,000	1.62%
1943	3,130 "	2,763 "	51,694,000	1.87%
1944	3,281 "	2,823 "	52,372,000	1.85%
1945[2]	2,800 "	2,530 "	40,500,000	1.60%

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* Contributions are those attributed to wages paid to workers during the calendar year shown. They are not necessarily credited by the Commission during such year and do not consider refunds and other minor adjustments.

[1] Workers contributions are 1 per cent of subject wages.

[2] Includes Estimated Data for fourth quarter of 1945.

DATA OF DETERMINATIONS AND BENEFITS FOR PAST YEARS

	New Claims Allowed	*First Payments*	*Proportion of Valid Claims Not Compensated*[1]	*Total Benefit Disbursements*	*Total Payments for Weeks of Unemployment*	*Average Weekly Payment*[2]	*Number of Payments per First Payment*[3]
1939	279,829	208,021	25.7%	$14,910,745	1,540,588	$9.68	7.4
1940	275,179	203,963	25.9	15,985,503	1,692,067	9.45	8.3
1941	252,097	176,818	29.9	15,219,585	1,410,293	10.79	8.0
1942	198,674	163,722	17.6	17,878,245	1,422,436	12.57	8.7
1943	67,602	46,734	30.9	5,247,158	366,154	14.33	7.8
1944	59,039	36,043	39.0	3,983,524	255,619	15.58	7.1
1945	276,959	206,802	25.3	36,441,646	1,834,000	19.87	..

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[1] The difference between New Claims Allowed and First Payments expressed in percent. of New Claims Allowed; a rough measure of the extent to which claimants returned to employment before acquiring compensability.

[2] The arithmetical relationship between the data of the preceding two columns; only a rough value since it is depressed by inclusion of the small payments made for weeks of partial and part-total unemployment.

[3] A very rough measure of duration of payments to *beneficiaries* and is inflated by data of payments for partial and part-total unemployment. Value for 1945 is omitted because the relationship has meaning only when compared with the values for the preceding and following calendar years.

CLAIMS ACTIVITIES IN AGENT LOCAL OFFICES OF THE U. S. E. S.

(State Unemployment Compensation Claims)

CALENDAR YEAR 1945

Month	*Claims Filed in Local Offices*							
	New Claims[2]	*Additional Claims*[1]	*Compensable Claims*[2]		*Waiting Week Claims*[2]		*Agent-State Claims*[3]	
			All	*Partial**	*All*	*Partial**	*Initial*	*Continued*
January	5,013	2,873	24,879	3,136	4,507	528	193	888
February	3,865	2,363	19,212	1,666	3,501	257	153	731
March	3,898	2,892	19,584	1,557	3,337	264	156	695
April	4,839	2,562	17,198	1,807	3,321	259	159	563
May	7,000	3,169	21,271	2,251	4,807	397	176	678
June	8,946	3,929	27,894	3,355	6,844	511	344	997
July	9,843	4,321	39,766	2,821	9,067	482	297	1,412
August	102,177	9,958	46,951	4,422	56,749	7,573	983	1,872
September	50,525	7,280	282,307	7,070	64,683	3,466	1,356	4,559
October	42,789	9,491	502,716	11,340	40,186	1,602	1,515	7,820
November	37,968	9,144	477,745	9,911	31,743	1,244	1,475	8,854
December	33,273	11,577	470,220	9,627	30,042	751	1,446	9,928
Total	310,136	69,559	1,949,743	58,963	258,787	17,334	8,253	38,997

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* Includes claims for weeks of both partial and part-total unemployment.

[1] An additional claim is a notice of unemployment filed in a benefit year to begin a new series of weeks of unemployment.

[2] Does not include Agent State Claims data.

[3] "Agent State" claims are those which are filed in New Jersey local offices for transmittal to other "liable" States which will pay the benefits.

SERVICEMEN'S READJUSTMENT ALLOWANCE CLAIMS DATA

CALENDAR YEAR 1945

	Claims Filed in Agent Local Offices								*Central Office Benefit Disbursements*	
			Compensable Week Claims		*"Agent State" Claims*		*Claims By Self-Employee*			
Month	*First Claims*	*Additional Claims*	*Full Wks.*	*Partials*	*Initial*	*Continued*	*First*	*Subsequent*	*Checks*	*Money*
January	1,074	112	5,892	81	...	...	4	20	5,864	$116,815
February	892	107	6,022	73	...	...	6	21	5,947	118,574
March	966	166	7,350	111	8	6	3	21	7,212	143,755
April	856	196	7,527	82	23	39	13	22	7,710	153,775
May	1,169	275	8,800	84	29	46	7	27	8,745	174,499
June	1,781	323	10,366	68	51	81	6	39	10,235	204,330
July	2,506	383	14,716	98	65	86	10	41	14,354	286,615
August	3,783	845	18,717	106	84	84	6	57	17,517	349,839
September	5,311	923	26,332	121	128	68	4	54	24,827	495,847
October	12,899	761	48,202	185	115	167	22	44	42,623	850,977
November	16,468	1,368	76,255	245	224	255	22	49	73,189	1,461,967
December	18,619	1,545	107,294	388	275	335	85	58	101,378	2,025,224
Total	66,324	7,004	337,473	1,642	1,002	1,167	188	453	319,601	$6,382,217

Data of table show activities of the Commission in the determination and payment of claims for unemployment submitted by Veterans under the so-called "G. I." Bill of Rights. This work is carried on under a co-operative agreement with the Veterans Administration and payments are drawn from funds provided by the Federal agency.

A "First" claim is one filed to secure entitlement to weekly benefits; an "Additional" claim is filed after entitlement whenever a veteran experiences a second or third, etc., period of unemployment before his rights are exhausted; a compensable week claim is filed at the end of each week for lack of work or sickness; Agent State claims are those accepted in New Jersey offices but sent to other States for payment; claims by Self-Employed are filed monthly to compensate for insufficient income from current self-employment.

BUREAU OF BENEFIT ACTIVITIES

Calendar Year 1945

Month	*Waiting Week Claims Recorded*	*Compensable Claims Received*[1]	*Interstate Claims Received*[2]		*First Payments Issued*	*Individuals Exhausting Wage Credits*
			Initial	*Continued*		
January	4,507	26,830	370	1,847	3,365	671
February	3,501	20,686	319	1,458	2,806	357
March	3,337	20,203	300	1,561	2,543	621
April	3,321	18,890	256	1,402	2,626	565
May	4,807	22,257	282	1,269	2,795	478
June	6,844	28,154	377	1,355	3,759	482
July	9,067	40,512	445	1,988	7,447	402
August	56,749	45,463	1,769	2,767	6,576	752
September	64,683	260,909	2,897	10,478	47,015	828
October	40,186	523,990	2,928	18,174	78,230	1,174
November	31,743	493,079	2,565	19,644	27,785	3,497
December	30,042	475,790	2,243	20,272	21,855	4,650
Total	258,787	1,976,763	14,751	82,215	206,802	14,477

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[1] Includes interstate compensable claims.

[2] Claims taken in other States and transmitted to New Jersey for payment as "liable State."

BUREAU OF BENEFIT ACTIVITIES—CLAIMS DETERMINATIONS

CALENDAR YEAR 1945

		Initial Determinations				
Month	*New Claims Received*	*Total* Dispositions*	*Allowances*	*Disallowances*	*Other Dispositions*	*Request for Review Received*[1]
January	5,540	5,657	5,212	290	155	115
February	4,190	3,694	3,354	231	109	78
March	4,000	4,433	4,089	214	130	98
April	4,997	4,749	4,469	173	107	77
May	7,305	6,325	6,048	151	126	36
June	8,929	8,595	7,918	446	231	77
July	10,690	8,420	7,687	493	240	106
August	102,264	18,165	15,534	2,006	625	99
September	55,305	126,722	121,295	3,671	1,726	1,852
October	45,591	46,527	41,353	3,206	1,998	926
November	40,829	34,644	30,226	2,844	1,574	872
December	35,221	34,077	29,774	2,937	1,366	840
Total	324,861	302,008	276,959	16,662	8,387	5,176

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* Total dispositions include the carry-over of claims from 1944.

[1] Requests for Review include only those which involved a question of benefit rights.

BENEFIT PAYMENTS FOR TOTAL AND PARTIAL UNEMPLOYMENT

CALENDAR YEAR 1945

	Number of Benefit Payments			*Net Amount of Benefit Payments*		
	All	*For Partial Unemployment**		*All*	*For Partial Unemployment**	
Month	*Payments*	*Number*	*Percent.*	*Payments*	*Number*	*Percent.*
January	26,032	3,432	13.2	$403,769	$31,103	7.6
February	18,171	1,648	9.1	287,034	14,550	5.0
March	20,472	1,514	7.4	322,805	11,982	3.7
April	19,293	1,798	9.3	298,445	15,061	4.9
May	19,202	1,980	10.3	299,506	17,595	5.8
June	22,856	2,710	11.9	362,263	24,154	6.6
July	32,511	2,792	8.6	535,869	25,360	4.7
August	47,736	4,224	8.8	806,578	41,613	5.1
September	178,636	5,292	3.0	3,540,847	56,334	1.6
October	497,222	11,407	2.3	10,207,118	128,473	1.3
November	506,225	9,797	1.9	10,328,116	109,917	1.1
December	445,644	9,417	2.1	9,049,296	105,102	1.2
Total	1,834,000	56,011	3.1	$36,441,646	$581,244	1.6

---

* Data for both partial and part-total unemployment included.

CLAIMS ACTIVITIES ACCORDING TO SEX

(Last six months of 1945)*

	Local Office Intake						*Benefit Payments*					
	New Claims			*Compensable Week Claims*			*Number*			*Amount*		
Month	*Total*	*Female*	%	*Total*	*Female*	%	*Total*	*Female*	%	*Total*	*Female*	%
July	9,843	5,316	54.0	39,766	22,084	55.5	32,511	17,088	52.6	$535,869	$279,333	52.1
August	102,177	50,007	48.9	46,951	26,165	55.7	47,736	26,836	56.2	806,578	460,767	57.1
September	50,525	22,799	45.1	282,307	158,740	56.2	178,636	102,514	57.4	3,540,847	2,027,513	57.3
October	42,789	18,205	42.5	502,716	278,365	55.4	497,222	270,943	54.5	10,207,118	5,594,947	54.8
November	37,968	12,399	32.7	477,745	269,615	56.4	506,225	285,451	56.4	10,328,116	5,862,516	56.8
December	33,273	9,158	27.5	470,220	247,321	52.6	445,644	236,940	53.2	9,049,296	4,651,247	51.4
Total	276,575	117,884	42.6	1,819,705	1,002,290	55.1	1,707,974	939,772	55.0	$34,467,824	$18,876,323	54.8

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* Compilation of data on basis of sex only began July 1, 1945.

SUMMARY OF BENEFIT EXPERIENCE OF BENEFICIARIES[1]

Characteristics	*1939* *Benefit Years ended in 1940*	*1940* *Benefit Years ended in 1941*	*1941* *Benefit Years ended during last 6 months of 1942*	*1944* *Benefit Years ended during 2nd Quarter 1945*
Average Number of Payments authorized (Full Weeks of Benefits)	10.15	10.33	12.13	14.38
Average Equivalent-full-weeks of Benefits received	8.26	7.74	7.47	6.05
Percentage of Beneficiaries who exhausted all rights	66.7%	58.2%	39.7%	18.9%
Average Weekly Benefit Rate authorized	$9.47	$9.41	$13.15	$16.72
Average Total Amount of Benefits received	$82.68	$76.52	$100.27	$102.09
Percentage of Potential allowed money actually received	80.1%	73.3%	60.2%	41.5%
Percentage of all beneficiaries entitled to receive maximum[2]	8.1%	7.9%	10.3%	40.4%
Percentage of all beneficiaries who actually received maximum[2]	3.6%	2.6%	1.7%	3.8%

---

[1] A beneficiary is a claimant who, having established a benefit year, received at least one payment for some week of compensable unemployment. Many claimants establish benefit years as a result of an initial determination but return to employment before acquiring compensability.

[2] For 1939 and 1940 $15 for 16 payments = $240.
For 1941 and 1944 $18 for 18 payments = $324.

POST-WAR BENEFIT PAYMENTS

Analysis of Payments for Weeks of *Total* Unemployment Made to Claimants During October 1945, According to Significant Industrial Groups, and According to Sex

Industry Group	*Number of Payments*				*Percentage Distribution*
			Female		
	Total	*Male*	*Number*	*%*	*Total*
Shipbuilding and Aircraft Manufacturing combined	195,953	110,365	85,588	43.7	40.9
Electrical Goods and Machinery Manufacturing	89,776	24,817	64,959	72.4	18.8
Ordnance, Tanks and Shells, etc.	45,463	20,399	25,064	55.1	9.5
Non-Electrical Machinery Manufacturing	32,445	15,515	16,930	52.2	6.8
Apparel and Related Goods Manufacturing	21,319	3,991	17,328	81.3	4.4
Non-Ferrous Metals Industry	15,146	7,037	8,109	53.5	3.2
Miscellaneous Manufacturing	11,288	4,646	6,642	58.8	2.4
Chemical Industry	10,524	2,846	7,678	72.9	2.2
Iron and Steel Industry	7,819	3,627	4,192	53.6	1.6
All Other Manufacturing	24,718	9,118	15,600	63.1	5.2
Total for Manufacturing	454,451	202,361	252,090	55.5	95.0
Wholesale and Retail Trade	9,477	3,713	5,764	60.8	2.0
Transportation and Communications	6,719	5,129	1,590	23.7	1.4
Hotels, Small Services and Amusements	3,829	1,659	2,170	56.7	0.8
All Other Non-Manufacturing Activities	4,021	3,217	804	20.0	0.8
Total for Non-Manufacturing	24,046	13,718	10,328	43.0	5.0

NOTES:

1. Claimants and the Benefit payments they receive are classified according to the industry classification of the last employer of the base year. Except in relatively few cases such employer is also the most recent employer

2. Data of this table are obtained from an analysis of an approximate 5 percent. random sample of all benefit payments made during October. Although some of the payments were to workers who became unemployed before V-J day, in general the data indicate the industrial characteristics of the post V-J day load.

3. Not included in the analysis are 5,508 payments made to men and 1,719 made to women. These were not classified because specific industry identification was lacking.

CHARACTERISTICS OF POST-WAR CLAIMANTS

POTENTIAL BENEFIT RIGHTS OF CLAIMANTS WHOSE BENEFIT YEARS BEGAN IN SEPTEMBER 1945 *

Distribution (in Percent.) According to Weekly Rate *vs.* Potential Duration in *Full* Weeks

Weekly Rate		*Potential Duration (Full Weeks)*																
		10	*11*	*12*	*13*	*14*	*15*	*16*	*17*	*18*	*19*	*20*	*21*	*22*	*23*	*24*	*25*	*26*
	100.00	*10.91*	*2.19*	*2.25*	*2.39*	*2.03*	*2.14*	*2.09*	*2.46*	*2.16*	*2.55*	*2.59*	*2.97*	*2.97*	*3.43*	*3.40*	*4.71*	*48.77*
$9	3.56	2.32	0.29	0.22	0.14	0.07	0.14	0.09	0.05	0.04	0.02	0.04	0.02	0.02	0.02	...	0.04	0.05
10	1.33	0.56	0.07	0.07	0.13	0.04	0.04	0.02	0.04	0.07	0.02	0.04	0.02	0.05	0.02	0.09	0.02	0.05
11	1.53	0.52	0.04	0.13	0.07	0.09	0.05	0.05	0.07	0.05	0.02	0.02	0.05	0.05	0.07	0.04	0.07	0.13
12	1.62	0.59	0.07	0.13	0.11	0.05	0.07	0.04	0.02	0.09	0.04	0.07	0.07	0.04	0.02	0.05	0.02	0.14
13	1.98	0.56	0.07	0.09	0.05	0.09	0.13	0.04	0.07	0.05	0.13	0.11	0.11	0.04	0.13	0.04	0.07	0.22
14	2.79	0.92	0.13	0.05	0.07	0.05	0.16	0.13	0.11	0.09	0.13	0.11	0.11	0.05	0.13	0.22	0.22	0.13
15	2.70	0.45	0.13	0.16	0.18	0.07	0.07	0.13	0.16	0.14	0.02	0.13	0.13	0.09	0.22	0.20	0.16	0.27
16	2.86	0.58	0.07	0.13	0.05	0.14	0.04	0.13	0.14	0.07	0.14	0.09	0.16	0.09	0.27	0.14	0.29	0.31
17	3.04	0.68	0.11	0.09	0.20	0.04	0.13	0.13	0.04	0.13	0.11	0.18	0.16	0.13	0.13	0.18	0.23	0.40
18	3.18	0.41	0.09	0.14	0.16	0.11	0.09	0.07	0.25	0.09	0.23	0.11	0.05	0.18	0.20	0.18	0.34	0.47
19	3.31	0.45	0.14	0.07	0.14	0.14	0.07	0.18	0.13	0.23	0.13	0.13	0.13	0.14	0.18	0.22	0.38	0.45
20	3.58	0.45	0.11	0.13	0.13	0.14	0.13	0.13	0.14	0.14	0.18	0.13	0.23	0.20	0.27	0.31	0.32	0.45
21	3.27	0.49	0.16	0.09	0.11	0.20	0.07	0.13	0.11	0.07	0.22	0.13	0.20	0.34	0.16	0.16	0.22	0.43
22	65.27	1.94	0.72	0.75	0.84	0.79	0.95	0.84	1.13	0.88	1.17	1.33	1.53	1.55	1.64	1.58	2.34	45.28

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* Based on Wages earned during second, third and fourth quarters of 1944, and in first quarter of 1945. Derived from a random selection of New Claimants numbering ten percent of all September "New" Claimants.

NOTE: Percentages are calculated to the second decimal and are not adjusted to balance precisely with totals.

ADDRESSES OF UNEMPLOYMENT COMPENSATION COMMISSION OFFICES

CENTRAL ADMINISTRATIVE OFFICES

Trenton Trust Building, 28 W. State Street, Trenton, New Jersey

REGIONAL OFFICES

Trenton—421 Trenton Trust Building (Branch of New Brunswick Office)
Atlantic City—603 Schwehm Building, Atlantic and New York Avenues (Branch of Camden Office)
Camden—300 Market Street, 2nd Floor
Jersey City—26 Journal Square, Rooms 308-309
Newark—200 Washington Street, 2nd Floor
New Brunswick—77 Paterson Street, Room 22
Paterson—262 Main Street, Room 206

APPEALS TRIBUNALS

Trenton—407 Trenton Trust Building
Jersey City—2855 Boulevard
Newark—200 Washington Street

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TENTH ANNUAL REPORT

OF THE

Unemployment Compensation Commission

OF NEW JERSEY

Calendar Year 1946

Trenton, New Jersey, January 1947

PR—11.10 2 2-47—1500

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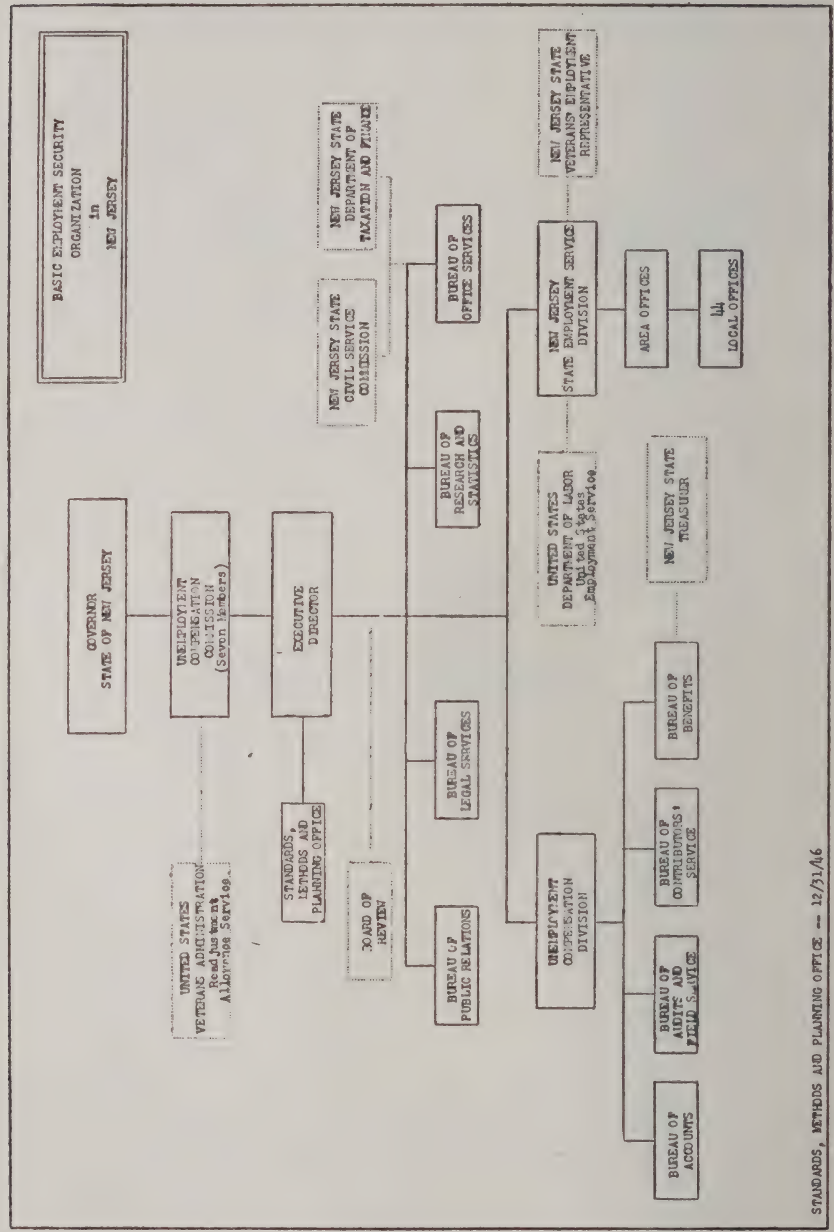
BASIC EMPLOYMENT SECURITY ORGANIZATION in NEW JERSEY
GOVERNOR STATE OF NEW JERSEY
UNEMPLOYMENT COMPENSATION COMMISSION (Seven Members)
UNITED STATES VETERANS ADMINISTRATION Readjustment Allowance Service
EXECUTIVE DIRECTOR
STANDARDS, METHODS AND PLANNING OFFICE
BOARD OF REVIEW
NEW JERSEY STATE CIVIL SERVICE COMMISSION
NEW JERSEY STATE DEPARTMENT OF TAXATION AND FINANCE
BUREAU OF PUBLIC RELATIONS
BUREAU OF LEGAL SERVICES
BUREAU OF RESEARCH AND STATISTICS
BUREAU OF OFFICE SERVICES
UNEMPLOYMENT COMPENSATION DIVISION
UNITED STATES DEPARTMENT OF LABOR United States Employment Service
NEW JERSEY STATE EMPLOYMENT SERVICE DIVISION
NEW JERSEY STATE VETERANS' EMPLOYMENT REPRESENTATIVE
BUREAU OF ACCOUNTS
BUREAU OF AUDITS AND FIELD SERVICE
BUREAU OF CONTRIBUTORS' SERVICE
BUREAU OF BENEFITS
NEW JERSEY STATE TREASURER
AREA OFFICES
44 LOCAL OFFICES

STANDARDS, METHODS AND PLANNING OFFICE -- 12/31/46

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UNEMPLOYMENT COMPENSATION COMMISSION OF NEW JERSEY

ERNEST EGER, *Chairman*
Atlantic City

JOHN J. TOOHEY, *Vice-Chairman,*
Jersey City

J. ALBERT HOMAN,
Trenton

VINCENT J. MURPHY,
Newark

MRS. MARY G. ROEBLING,
Trenton

A. CREW SCHIELKE,
Paterson

NORMAN F. WISS,*
Newark

HAROLD G. HOFFMAN,
Executive Director

FRANK T. JUDGE, *Director*
Unemployment Compensation Division

CHARLES A. MALLOY,
Chief Counsel of the Commission

RUSSELL J. ELDRIDGE, *Director*
State Employment Service Division

WILLIAM S. CONKLIN,
Secretary to the Commission

ELIZABETH J. MCLAUGHLIN,
Special Assistant to the Executive Director

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* Appointed December 30, 1946 to succeed Hon. Charles Engelhard, resigned.

Board of Review

Franklin M. Ritchie, Chairman; Mrs. Isabelle M. Summers and M. Metz Cohn; Clarence McGovern, Counsel to the Board of Review.

Staff and Operating Chiefs

Charles A. Malloy—Legal Services

William S. Lutz—Office Services

William F. Dittig—Contributors' Service

Jean A. Chianese—Accounts

Edward J. Hall—Benefits

I. Bernard Harkavy—Audits and Field Service

Charles L. Kofke—Research and Statistics

William S. Conklin—Public Relations

Cyrus B. Bruns—Standards, Methods and Planning

LETTERS OF TRANSMITTAL

January 28, 1947.

Honorable Alfred E. Driscoll, Governor of New Jersey, State House, Trenton, New Jersey.

My dear Governor:

In carrying out the mandate of the Unemployment Compensation Law requiring that the Unemployment Compensation Commission shall on or before the first day of February submit a report covering its operation for the preceding calendar year, I feel obligated to express the opinion that the year 1946 will probably go down in New Jersey history as one of the most important in employment security participation in the State economic picture.

A perusal of the report discloses exceedingly high benefit payments to both non-veterans and veterans and discloses the fact that for the first time in ten years of operation, unemployment compensation contributions paid by employers and workers were considerably less than the amount of benefits paid out. In the face of this drain, the Unemployment Trust Fund, on deposit at the United States Treasury in Washington, continues to be one of the most substantial in the nation.

This report is more detailed than those submitted during the war. We present it to Your Excellency with the satisfaction that it will be given consideration by you and your staff in its application to the State economy. Permit me to assure you on behalf of members of the Commission, the administrative staff and all personnel that this Agency, an integral part of the structure of State Government, will give to you unstinting co-operation in all problems relating to the State of New Jersey.

Respectfully yours,

(Signed) Ernest Eger,
Chairman

January 27, 1947.

Honorable Ernest Eger, Chairman, Unemployment Compensation Commission, Trenton, New Jersey.

DEAR CHAIRMAN:

I am pleased to submit to you and members of the Commission for transmittal to the Governor of this State the Tenth Annual Report of the Unemployment Compensation Commission of New Jersey. Reflecting the most active year in Employment Security operations in this State, this report in considerable detail points up conditions prevailing at the close of the calendar year 1946 and records data covering administration and operating functions of the Agency.

In the administration of our Law, we have held to the principle that a job is better than a benefit check. This statement is reiterated in the face of the fact that State Unemployment Compensation benefit payments of $78,672,205 were made during the calendar year, and at the same time, unemployed servicemen, in accordance with the provisions of Title V of the Servicemen's Readjustment Act, received $67,511,459 in benefits, a total of $146,183,664. In its application to the general economic picture of the State, it is fortunate that New Jersey has accumulated sufficient reserves to pay benefits to eligible unemployed workers and thus make unnecessary the use of a dole scheme in this State.

Conversely, taxable payrolls representing wages paid to employees covered by the Law continued substantially high, shrinking only 8% from the record war year of 1944, when taxable payrolls totaled $2,825,832,000. Taxable payrolls for 1946 will approximate $2,600,000,000. The total of contributions which will approximate $67,000,000, representing $41,000,000 paid by employers and $26,000,000 paid by workers, will fall approximately $11,672,205 under the total of State Unemployment Compensation benefit payments. This is the first year that benefits have exceeded contributions. The condition of the Unemployment Trust Fund, with a balance of $434,389,730.01 as of December 31, 1946, to the credit of the State of New Jersey, places this State in a most substantial position, with a sound and stable fund comparable to any in the nation.

As you know, the past twelve months have been marked by many developments in the field of Employment Security in New Jersey. Of particular importance is the return of the State Employment Service as a division of this Commission, enabling the State to resume the operation of a thoroughly integrated service of job placement and the payment of benefits to those for whom suitable jobs are not available. The extension of coverage to employers of four or more, effective January 1, 1946, has been accomplished, and approximately 60,000 additional workers thus receive the protection of Unemployment Compensation.

In this report we make no projections as to the future. The month of January has started with a fairly heavy claim load, reflecting seasonal and post-holiday layoffs. The experience of the first quarter of the year will give an indication as to whether benefit trends are following the pattern of 1946. I shall continue to regularly report these trends to the members of the Commission for their consideration and any recommendations that may be deemed advisable to the Governor and the Legislature of this State.

Respectfully yours,

(Signed) HAROLD G. HOFFMAN,
Executive Director.

PART I

SUMMARY

January 28, 1947.

To His Excellency, the Governor of New Jersey:

This report covering the calendar year 1946 undoubtedly reflects the most significant and important year of the ten of Employment Security—Unemployment Compensation and Employment Service—in New Jersey.

The outstanding developments in 1946 were:

Benefit Payments: State Unemployment Compensation (non-veteran) benefit payments for the year totaled $78,672,205. Servicemen's Readjustment Allowances totaling $67,511,459 were paid to eligible unemployed veterans during the year. Benefit payments—non-veterans and veterans—for unemployment in the State totaled $146,183,664.

Contributions: Employers will pay into the Fund approximately $41,000,000 in contributions, and worker contributions will total approximately $26,000,000, making combined contribution receipts of approximately $67,000,000.

Benefits Exceed Contributions: For the first time since Unemployment Compensation payments began in New Jersey, benefits exceeded contributions during a calendar year. Since Unemployment Compensation payments to non-veterans totaled $78,672,205 and income approximated $67,000,000, benefit payments for the year exceeded contributions by approximately $12,000,000.

Experience Rating: With an over-all effective contribution rate of 1.6%, employer contributions will be $30,000,000 less in comparison with the standard 2.7% rate effective before 1942.

Taxable Payrolls: New Jersey employers will pay contributions on taxable payrolls of approximately $2,600,000,000, practically the same as 1945. In 1944, taxable payrolls totaled $2,825,832,000, the highest in the ten-year history of Unemployment Compensation in the State.

Federal Tax Payments: New Jersey employers will pay to the Bureau of Internal Revenue approximately $7,800,000, representing .3% tax under Title IX of the Social Security Act, compared with $2,533,828 returned to New Jersey in the form of Federal grants for the administration of Unemployment Compensation.

Balance in the Fund: The balance in the Unemployment Compensation Trust Fund on deposit in the Federal Treasury to the credit of the State of New Jersey totaled $434,389,730.01 as of December 31, 1946. Worker contributions are estimated at $184,468,206, including 1946 fourth quarter payments.

Expenditures: The Unemployment Compensation Commission costs of administration totaled $3,547,044.55. Funds are allocated to the New Jersey Agency by the Bureau of Employment Security, Social Security Administration, the U. S. Labor Department and the Veterans Administration in the form of budgetary grants. The funds for Unemployment Compensation operations are appropriated by Congress out of employer excise tax payments of .3% of their payrolls. U. S. Labor Department and Veterans Administration funds are appropriated by Congress.

Employment Service: As of November 16, 1946, the Employment Service in New Jersey was turned back to the Commission as a division after nearly five years' operation by the Federal Government. Job placements for the year totaled 144,570.

Other Highlights in 1946:

Active Employer Accounts at a peak end of year, due to extension of coverage to employers of four or more as of January 1, 1946. By December 31, number of active accounts reached 34,496.

Employed Covered Labor Force at high levels during summer and fall. Estimated that covered employers were providing 1,235,899 jobs during September. This, for a peacetime year, compares with the 1,315,470 reached in June 1943 at the peak of the war effort, and with 1,237,995 in September of 1944 after productivity per man had been improved. Covered Labor Force has grown from 841,000 in January 1938.

Post V-J Day Claimants were entitled to benefits at a higher scale than ever before. Typical claimant where benefit year began in Third Quarter of 1945 was entitled to: $20.91 Weekly Benefit Amount; 23.8 Payments (Weeks) and actually received 16.7 full weeks of benefits. For the same claimants 66.6% were entitled to maximum benefits but only 27.5%

actually needed the full amount. Of the group, 45.3% exhausted all benefit rights.

Total Unemployment among covered workers and veterans reached peak in February. Covered workers numbered 145,870, and veterans 69,781, to a total of 215,651.

More Different Individuals received benefits during year than in any prior year. During 1946, 221,722 first payments were issued, comparing with 208,021 for the year 1939.

Local Offices throughout State took 300,485 New "New Jersey" Claims and in addition, 16,904 which were sent to other States for payment. A total of 4,186,191 continued claims of all kinds were accepted. Took 198,905 First Claims from Veterans for Servicemen's Readjustment Allowances, and 3,450,535 Compensable Week Claims.

Out of 324,527 New Claims received in the Central Office, 294,593 were "Allowed," or a rejection of 8.9%. Out of the 294,593 allowed, payments were begun on only 221,722, or "evaporation" of about 24.7% who presumably returned to work before acquiring compensability.

Benefits for Partial Unemployment were relatively small, amounting to only $970,025, or 1.2% of all payments.

Females made up about 42% of the entire claim load.

Checks Issued for State Unemployment Compensation Payments totaled 3,909,367. As servicing and paying agent for the Veterans Administration, the Agency also issued 2,283,171 checks for Servicemen's Readjustment Allowances. (Beginning in April, 1946, veterans' payments were made bi-weekly).

Checks Averaged $20.33 per week for State Unemployment Compensation payments.

New Jersey Veterans from the beginning of the SRA program in September 1944 through December 31, 1946 filed 264,550 valid first claims for benefits. Out of this number only 4,710, or 1.8%, have exhausted their full benefit rights of $20 for 52 weeks.

Labor Disputes Section handled 502 cases involving approximately 80,000 claimants of record.

Two Amendments to the Law effective January 1, 1946. Extension of coverage to employing units having four or more increased employer accounts about 50%. Amendment providing for coverage of the services of officers and members of the crews of vessels on the navigable waters of the United States or engaged in interstate or foreign commerce resulted in coverage of 113 vessels operated by some 17 employers in interstate or foreign commerce.

Wage Record Unit of Bureau of Accounts prepared 11,010,469 wage, claim and statistical cards.

Appeals from the Deputy to the Appeal Tribunals increased from 3,878 in 1945 to 19,032. Veterans accounted for 4,081 of the appeals.

Board of Review received 2,153 new cases as compared with 528 in 1945. Board disposed of 1,721 cases, in comparison with 532 in the previous year. The backlog increased from 84 to 588.

The Unemployment Compensation Commission

The New Jersey Unemployment Compensation Law creates a seven-member Commission, responsible for all matters of policy, adoption of rules and regulations and, in general, supervision of the administration of the Chapter. The members of the Commission represent employers, labor and the public. In 1946 the seven-member Commission with the Executive Director determined policy in respect to numerous important matters involving the operation of the Employment Security system in New Jersey. Early in the year the Commission studied the details of a reciprocal agreement to effectuate coverage of maritime employees. The Commission also gave consideration to pending legislative proposals.

The Commission promulgated regulations to facilitate the payment of benefits and employer reporting, and also determined procedures in respect to bi-weekly reporting and payment of Servicemen's Readjustment Allowances. Leases covering space to be used by the Agency, as well as joint leases of the United States Employment Service and the Unemployment Compensation Commission were reviewed and later approved by the Commission.

The Plan of Operation providing for the return and continued operation of the Employment Service by the State was placed before the Commission by the Executive Director in its formative stages for review, and the final draft was submitted to the Commission for approval in accordance with Federal requirements.

In matters relating to procedures and operations of the Commission, the Chairman, members of the Commission and the Executive Director met for frequent conferences. In addition to daily conferences with staff and operating personnel, the Executive Director met with representatives of various Federal agencies, such as the United States Department of Labor, United States Employment Service and Bureau of Employment Security, Federal Social Security Administration.

Members of the Commission rendered an increased volume of service in respect to formal hearings dealing with questions of coverage, status and liability of employers. A total of 122 petitions for such hearings was filed during 1946. Eighty-seven hearings were held by individual Commissioners. All members received the complete record in each case for consideration prior to discussion and formal determination at meetings of the Commission. Because of the important legal questions to be weighed, members were called upon to thoroughly examine transcripts, exhibits and briefs. In 1946 the Commission rendered 65 decisions, dismissed 14 petitions and 27 others were withdrawn.

Changes in Law Proposed in 1946 Legislature

Ten bills proposing changes in the Unemployment Compensation Law were introduced in the 1946 Legislature. These measures included proposals for extension of coverage to employers of one or more, increases in the benefit formula and proposed changes in the labor dispute disqualification section of the Law. Two bills effecting minor changes in the Law were passed. One excludes the services of real estate salesmen paid wholly by commissions and the other excludes the services performed by employees of bona fide veterans' organizations incorporated by act of Congress.

By joint resolution of the Senate and Assembly, the Legislature memorialized Congress to restore to the State at an early date the jurisdiction of the employment services loaned to the Federal Government for the war emergency.

In addition to legislation directly effecting the operation of unemployment compensation, there were numerous bills of interest to the Agency, such as those touching upon personnel matters, procurement and travel. Because of questions of conformity with Federal legislation such as the Social Security Act and the Unemployment Insurance Tax Act, all bills must be reviewed by the Agency and reports submitted to the Federal Social Security Administration.

Six proposals for the erection of a cash sickness benefit system were introduced in the 1946 Legislature. Since any plan for the payment of cash sickness benefits must be co-ordinated with unemployment compensation, the Agency kept in close touch with this situation. This technical assistance has been given to the State Commission on Post-War Economic Welfare and at all hearings conducted by the Commission, representatives of this Agency were present. Enactment of the Knowland Bill by Congress, making it possible for several States, including New Jersey, to withdraw from the Federal Unemployment Trust Fund contributions paid by workers under the Unemployment Compensation Law has considerably changed the situation, and undoubtedly several new legislative proposals for a cash sickness plan will be offered to the 1947 session of the Legislature.

Employment Service Under State Jurisdiction

On December 19, 1941, the President of the United States called upon all States to turn over their employment services to the Federal Government so that a nation-wide labor mobilization organization would be in operation for the prosecution of the war. New Jersey promptly complied with the request, and on December 23, 1941 the New Jersey Legislature enacted Chapter 386, P. L. 1941, directing the transfer of the "records, facilities and personnel" of the State service to the Federal Government effective January 1, 1942. During the war years, this Agency carried on co-ordinated activities with the United States Employment Service, such as those in connection with the handling of benefit claim functions, and co-operated with the Federal Agency in the prosecution of its war-time job.

The 79th Congress in the passage of the Labor Department Appropriation Act directed that the employment services be returned to State jurisdiction effective November 16, 1946. In accordance with the provisions of the Unemployment Compensation Law of New Jersey, the Employment Service returned as a division of the Unemployment Compensation Commission, after this Agency had submitted to the Federal authorities a Plan of Operation providing for an integrated employment security operation in New Jersey. The transfer was effectuated in a smooth and orderly manner. Problems involving personnel will continue with the Agency and the State Civil Service Commission for some time. In order to complete the adjustment of personnel, it will be necessary for the Civil Service Commission to conduct numerous examinations. Chapter 171, P. L. 1943, provides that Civil Service rights and pension rights of State employees who had been inducted into the Federal service would be preserved. In addition to conducting examinations, the Civil Service Commission and this Agency must examine all personnel records to determine the status of employees in accordance with the provisions of Chapter 171, as well as the provisions of the Federal legislation designed to effect protection of those who were employees of the United States Employment Service on November 15, 1940.

Backlogs in Benefits and Contributions

During the year backlogs developed in practically all operations of the Agency. The continued impact of unemployment due to post-war reconversion, work stoppages caused indirectly by strikes and the heavy concurrent claim load of Servicemen's Readjustment Allowances developed a backlog in the payment of benefits and the hearing of appeals in benefit cases. Similarly, the work load on the contributions side due to the change in the Law providing for coverage of employees of four or more, effective January 1, 1946, placed additional demands upon status and determination, wage records, audits and hearings for employers. Consequently, there were delays in determining status of employing units, processing of employer reports and determination of contribution rates based on employer experience. The heavy demands upon the operating bureaus also reflected in the administrative level and the staff bureaus, particularly in legal and in research and statistics.

All backlogs were held to a minimum. The Agency had anticipated the increased work loads and had made plans to handle the increased flows during 1946. Requests were made of the Federal authorities for sufficient budgetary allotments to provide adequate personnel and proper housing for the units of the Agency. The personnel requirements could not be filled for a number of reasons. In State service the bottom of the barrel had been reached, since it had been necessary for the Civil Service Commission to suspend examinations during the war period. Authorized to hire temporary employees, the Agency soon found that this would not solve the problem. On-the-job training was carried on by supervisory personnel, but a great many of the "green" personnel failed to measure up to minimum standards. Many of the temporaries found the minimum salary of $100 a month to be unattractive since with the withholding tax the actual "take-home" pay was $20 a week. As a result of temporaries failing to meet the minimum requirements and others resigning because they considered the pay too low, there has been a heavy turnover of temporary employees. In the face of these problems the Agency has operated all of its units where backlogs exist on a two-shift basis. Overtime funds made available to the Agency by the Federal authorities contributed greatly toward reducing the backlog. A suspension of these funds in October and November seriously handicapped the Agency, but with the restoration of the authority for the payments in late November, it was possible to reinstitute overtime work.

In past years, the Commission in its annual reports has touched upon the problem of adequate housing for its operations. Proper space is not available in the vicinity of the central offices, with the result that various operating units are scattered in buildings within a three- and four-block radius of the central offices where the principal operations of the Agency are located. Space that has been obtained is not proper or adequate and this, coupled with the scattered locations of the units, causes a loss of efficiency long recognized by the Agency and Federal authorities.

Covered Employment Trends During 1946

The trend of employment during the first nine months of the year as indicated by data of "Covered Jobs," compiled from employer reports of workers currently earning wages, was unquestionably retarded by the stoppages of work accompanying disputes between management and labor. The number of jobs reported for February, for example, was roughly 20,000 less than in January and if correction is made for the additional 60,000 added as a result of increase of coverage, the February level was no higher than that of December 1945.

With March, however, a steady upward trend of recovery set in and progressed from a level of 1,140,000 for that month to 1,220,000 as reported for September. Since employer reports for the fourth quarter of 1946 were not due until the close of January 1947, no data are yet available for the remaining months of the year. It can be safely said, however, that this trend continued well up to the end of the year, any reductions in December being more than offset by expansion of retail trade activities for the Christmas season.

The picture then, ignoring the effect of abnormal stoppages, was one of accelerating industrial tempo in a period of post-war recovery. The demand for goods so long sacrificed by the American public was too strong to permit work stoppages to affect the general upward swing, once the month of February had passed. Fortunately, too, during that one low month, the bulk of the unemployment was restricted to relatively few industry groups, such as electrical goods and heavy iron and steel. In contrast, one of the brightest spots in the whole scene was the phenomenal expansion in the field of contracting, for construction, repair and renovation. From a low of about 24,000 jobs in these fields as of March 1945, the impetus of the war's end raised the level to 33,000 by the end of the year. Continuing upward through the spring and summer of 1946 under the demand for housing and the need for industrial expansion, September 1946 reached a total of 52,000. This climb is remarkable when it is remembered that that figure is not too far under the 64,000 peak reached in July of 1942 at the very height of the fever of war plant expansion.

OM:

STATE OF NEW JERSEY
UNEMPLOYMENT COMPENSATION COMMISSION
TRENTON 8, NEW JERSEY
Official Business

Accounted for Under
Act of Congress
(Par. 13, Sec. 579, P. L. & R.)

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STATE OF NEW JERSEY
UNEMPLOYMENT COMPENSATION COMMISSION
TRENTON 8, NEW JERSEY

August 19, 1947

We are pleased to forward to you a copy of the Tenth Annual Report of the Unemployment Compensation Commission of New Jersey for the calendar year 1946.

Sincerely,

Wm S Conklin

William S. Conklin
Secretary to the Commission

WSC:McM

In resume, from an economic viewpoint, the year 1946 will probably prove to be, in spite of what was almost a plague of industrial disputes, one of the brightest in the history of the State. The irresistible forces of post-war recovery made it so and brought employment up to a level toward the end of the year heretofore unthought of in a year of peace.

CONTRIBUTIONS AND THE FUND

Although total contributions for the year cannot be fully accounted for until some time during the first quarter of 1947, estimates are that employers will contribute a sum close to $41,000,000 and workers something near $26,000,000. The actual data for the first three quarters of the year with estimates for the fourth quarter are as follows:

	Employers'	*Workers'*
First Quarter	$10,235,018	$6,543,875
Second Quarter	11,759,402	7,133,833
Third Quarter	12,230,624	7,260,233
Fourth Quarter (Estimated)	7,000,000	5,000,000
TOTAL	$41,225,044	$25,937,941

For a post-war year the record is indicative of unusually high employment levels and full earnings, surpassed only by the high levels of 1942, 1943 and 1944. Since the total taxable payroll for the State was close to $2,600,000,000, the total of the employers' contributions bears a relation of close to 1.6%, which figure represents the effective employers' contribution rate for the year.

In spite of the large total of all contributions for 1946, the Unemployment Compensation Fund suffered some contraction as a result of the record-breaking drain of $78,600,000 in benefit payments. From the $437,005,337 credited at the beginning of the year the net change after Federal interest had been added, was only a reduction of less than $3,000,000 to a year-end figure of $434,389,730.

CLAIMS LOAD AND BENEFIT PAYMENTS

(State Unemployment Compensation)

An unexpectedly heavy load in the month of January opened the year. The total of 56,036 New Claims filed throughout the State in local offices during that month was exceeded only by the filings in August of 1945, immediately following V-J Day. The causes of this high load were identified chiefly with the many labor-management disputes that developed in that month, particularly in the field of electrical goods manufacturing. In addition, there were included many workers laid off from temporary work over the Christmas holiday season. January 1946 will probably remain for some time the outstanding month of the highest volume of benefit payments to a total of almost 600,000 checks. During the month, $12,137,697, the greatest amount of any single month, was paid out to unemployment compensation claimants.

February, too, was at a high level, showing a total of almost $11,000,000, but with succeeding months of the year, the amount disbursed dropped off gradually to a low of a little less than $4,000,000 for the month of November. The year ended with a slight increase in benefit payments in December as a result of layoffs arising out of the soft coal crisis.

The volume of claims filed in local offices followed a comparable trend throughout the year. "New" Claims totaled 300,485 for the year, which proved to be not much under the total of 310,136 filed in local offices during 1945. It is very apparent that the effect of the war's end on labor market conditions throughout the State persisted well into the year 1946 in spite of the fact that a large part of the claim load was caused by many stoppages connected with disputes. There was apparently during the year a great deal of shifting back and forth between jobs and this had to be true necessarily if returning veterans were to be absorbed back into the labor market. Much of the unemployment during the year unquestionably consisted of the "provisional" war-time workers who had to be forced out of the labor market to make way for thousands of discharged veterans.

Women constituted a substantial part of the total claim load, filing about 42% of all claims, and receiving an equal proportion of total benefits. This proportion is somewhat abnormal in comparison with a participation in the employed labor force of about only 30%, but the size of the proportion bears out the conclusion that many of these women had been provisional war workers who were leaving the labor market during 1946 to make way for veterans. However, another independent factor involved here is the high rate of unemployment among garment workers who consist predominantly of women. This was unusually apparent in the last three months of the year when seasonal layoffs occurred in that industry.

Servicemen's Readjustment Allowances

With the end of the war in 1945 and the efforts of the armed services to demobilize and return home as many men as possible before Christmas of that year, the year 1946 opened with an avalanche of claimants for benefits under the GI Bill. In January they filed 37,749 First Claims for entitlement to unemployment payments, and February showed a total of

33,884, with March not far behind with 27,314. Once the first quarter of the year had passed, however, this new claim load began to taper off, dropping to 3,617 in November as the low month for the year. As the year progressed, however, there was a gradual increase in the volume of the so-called "Additional Claims" which are filed for the second or subsequent periods of unemployment. These increased from about 3,000 in January to almost 13,000 in December, emphasizing the fact that veterans have two years after benefit payments have begun in which to draw compensation for unemployment.

Although up to the present time veterans generally have utilized no more than 40% of their total benefit rights and the number who have exhausted all rights is relatively small, nevertheless, this climbing additional claim load indicates the potentiality of a very heavy benefit load of veteran payments if during the coming year any sort of a business recession should be experienced. Readjustment Allowance payments throughout the year 1946 averaged about $5,500,000 monthly, reaching a peak in July of $7,192,846. The total for the year was $67,511,459.

The Unemployment Compensation Commission services Servicemen's Readjustment Allowance claims. Funds for payment of the benefits are appropriated by Congress and do not come out of State Unemployment Compensation funds.

EFFECTS OF INCREASED COVERAGE

Because even by the end of 1946 the work of adding all employers who became subject through the "four or more" amendment had not yet been completed, precise records are not yet available to show the exact number of employers and jobs which were added to coverage in New Jersey.

The closest estimate that could be made of the total number of employers added to the roll is 10,300 and this estimate has been substantiated by the records at the close of 1946. These employers provide about 60,000 jobs throughout the State, so that while there was roughly a 50% increase in the number of employer accounts, the actual increase in workers covered amounted to only a little over 5%. Most of the increase in both employers and jobs was found in the field of nonmanufacturing, rather than in manufacturing as might have been expected.

STATEMENT OF POSITION AND PROGRESS OF THE UNEMPLOYMENT COMPENSATION FUNDS

UNEMPLOYMENT COMPENSATION COMMISSION OF NEW JERSEY

As of September 30, 1946 (Note 1)

Assets and Income

Cash:		
Unemployment Trust Fund (In U. S. Treasury) (10/31/46)		$430,681,833.05
Clearing Account (In N. J. Depository) (10/31/46)		19,445.28
Cash Cleared (To 3rd Qtr. cut-off date)		10,227,114.77
Benefit Account (N. J. Depository) (10/31/46)	$180,165,000.00	
Less: Benefits Paid (10/31/46)	180,127,278.67	
Balance in Benefit Account (10/31/46)		37,721.33
Total Net Cash Assets		$440,966,114.43
Add: Benefits Paid (above)		180,127,278.67
Total Cash Income		$621,093,393.10
Receivables:		
Dishonored Checks	$4,266.02	
Underpayments of Contributions and Contributions Due on Reports Filed	174,307.79	
Assessments—Interest and Penalties	39,102.38	
Assessments—Deficiency	86,704.70	
Assessments—Arbitrary (Note 3)	64,555.61	
Claims in Bankruptcy	142,433.00	
Total	$511,369.50	
Add: Certificates of Debt (Doubtful Accounts)	50,960.62	
Uncollectible Accounts Receivable	1,696,688.16	
Total Accounts Receivable	$2,259,018.28	
Less: Overpayments and Refunds Payable	259,771.08	
Total Non-Cash Income		2,518,789.36
Total Net Income		$623,612,182.46

Note 1. Fiscal operations and contributions for the fourth calendar quarter of 1946 are not included in this statement as the due date for such reports is January 31, 1947.

Note 3. Arbitrary assessments unrecorded—$60,217.37.

Income Distribution

1936 to 1940 Contributions—Employers'	$137,778,812.55	
1936 to 1940 Contributions—Workers'	36,338,828.79	
		$174,117,641.34
1941 Contributions—Employers'	$48,538,588.74	
1941 Contributions—Workers'	17,875,000.56	
		66,413,589.30
1942 Contributions—Employers'	$37,685,762.69	
1942 Contributions—Workers'	23,267,507.54	
		60,953,270.23
1943 Contributions—Employers'	$51,717,801.17	
1943 Contributions—Workers'	27,638,109.73	
		79,355,910.90
1944 Contributions—Employers'	$52,418,374.15	
1944 Contributions—Workers'	28,258,328.69	
		80,676,702.84
1945 Contributions—Employers'	$42,166,875.06	
1945 Contributions—Workers'	25,898,591.06	
		68,065,466.12
1946 Contributions—Employers'	$34,225,044.62	
1946 Contributions—Workers'	20,937,941.24	
		55,162,985.86
Interest and Penalties Due on Past-Due Contributions		1,828,303.48
Interest Earnings on Unemployment Trust Fund (U. S. Treasury)		41,306,854.11
Railroad Retirement Board Fund Payments (Note 2)		—4,268,521.02
Undistributed		—20.70
TOTAL INCOME DISTRIBUTION		$623,612,182.46

NOTE 2. This item shall be apportioned over the contribution income accounts for the years 1936-37-38-39, whenever final settlement is made with the Railroad Retirement Board, at which time proper allocation will be known.

STATE OF NEW JERSEY

UNEMPLOYMENT COMPENSATION COMMISSION

ADMINISTRATIVE EXPENDITURES FOR THE CALENDAR YEAR 1946

CATEGORY	*Unemployment Compensation Commission*	*Veterans' Administration*	*United States Employment Service (Jan. 1 to Nov. 15, 1946)*	*New Jersey State Employment Service (Nov. 16 to Dec. 31, 1946)**	*Total*
Personal Services	$2,112,527.16	$345,135.04	$5,635.61	$294,954.62	$2,758,252.43
Services Other Than Personal:					
Supplies	118,846.15	50,133.01	476.20	3,856.70	173,312.06
Communication Services	17,846.91	3,620.10	44,854.39	7,350.61	73,672.01
Travel Expenses	17,938.19	2,963.09	....	1,708.77	22,610.05
Printing and Binding	2,881.20	1,362.55	....	395.50	4,639.25
Rents—Equipment	41,171.75	7,083.93	2,132.75	313.88	50,702.31
Repairs and Alterations—Equipment	7,442.69	1,337.38	5,408.00	46.83	14,234.90
Rents—Premises	98,989.03	16,888.97	153,492.11	24,214.67	293,584.78
Repairs and Alterations—Premises	1,308.27	219.13	801.43	11.25	2,340.08
Heat, Light and Water	11,824.88	2,074.56	1,700.46	224.90	15,824.80
Equipment Purchases	61,254.54	18,766.06	....	157.03	80,177.63
Miscellaneous	41,796.77	7,261.89	2,280.36	6,355.23	57,694.25
TOTALS	$2,533,827.54	$456,845.71	$216,781.31	$339,589.99	$3,547,044.55

NOTE 1. Administrative Expenses for the month of December have been estimated.

* NOTE 2. The United States Employment Service was returned to the Unemployment Compensation Commission as a division on November 16, 1946.

COMPARISON OF FEDERAL UNEMPLOYMENT TAXES WITH U. C. C. ADMINISTRATIVE FUNDS PROVIDED

	*Estimated Payments at .3% to Federal Treasury by New Jersey Employers Subject to the Federal Unemployment Tax**	*Returned to New Jersey U. C. C. for Administration*	*Ratio*	*Remarks*
1936	$1,144,000	None	..	
1937	2,636,000	$ 433,707	.16	Excludes Employment Service Operations.
1938	3,607,000	1,207,797	.33	Data for 1938, 1939, 1940 and 1941 include funds provided for operation of Employment Service Division. Wagner-Peyser grants and matching State appropriations are excluded.
1939	3,880,000	2,557,837	.66	
1940	4,006,000	2,796,565	.69	
1941	5,358,000	2,870,975	.54	
1942	6,978,000	1,968,395	.28	Data for 1942 and following years include only those costs of the Employment Service assumed directly by the Commission, such as certain local office rentals, etc. Costs of general local office operations were borne directly by the Federal Government during these years.
1943	8,289,000	1,866,614	.23	
1944	8,469,000	1,732,474	.20	
1945	7,767,000	2,163,835	.28	
1946	7,800,000	2,533,828	.32	

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* These payments are estimated as .3% of the total taxable payroll reported by all employers and are therefore slightly inflated by the payrolls of those small employers not subject to Federal Unemployment Tax.

Staff Bureaus

REPORTS REFLECTING OPERATIONS OF RESEARCH-STATISTICS, LEGAL, FISCAL-PERSONNEL, PUBLIC RELATIONS, STANDARDS-PLANNING

Bureau of Research and Statistics

Practically the entire time of the personnel of this unit during the year 1946 was spent in meeting the ever-growing statistical reporting requirements of the Federal Social Security Administration. Although the unit was established by Federal direction primarily to insure fulfillment of the requirements of the Social Security Act for the regular submittal of reports of operations, as implemented by Section 43:21–11(k) of the New Jersey Law, provision and authorization was also originally given for the carrying on of such statistical research that might be of value to the general field of employment and unemployment economics, even if the studies engaged in might be restricted in interest to the State of New Jersey alone. To that end, Federal authorities, during the first years of unemployment compensation administration, made necessary and sufficient budgetary allowances.

A project of significance, not specifically required by Federal authority, carried on during the year 1946, is the compilation and publication of industry covered employment statistics according to the different areas of the State. The first need for these data arose in the early days of the war in connection with Labor Market analysis, the groundwork and techniques for which were originally developed by the Bureau of Research and Statistics. During the war the War Manpower Commission actively promoted the field of Labor Market analysis and used in New Jersey the basic area data produced by the Unemployment Compensation Commission for that purpose. Labor Market analysis is now a function of the Employment Service Division, since returned to Commission control and the way now seems clear toward a fuller utilization of area employment data for Labor Market analysis purposes.

Bureau of Legal Services

The Bureau of Legal Services was called upon for extended activities due to the over-all increase of Agency operations. Negotiations in connection with the return of the Employment Service Division, agreements for the coverage of maritime employment, extension of coverage to employers of four or more and increased demands for interpretations covering benefit and coverage provisions of the Law were among the activities of the Chief Counsel and attorneys in the Bureau of Legal Services. During the year the Bureau made 38 appearances in Federal and State courts.

Statistics reflect Bureau of Legal Services activities as follows:

Commission hearings	87
Commission decisions	65
Commission dismissals	14
Commission withdrawals	27
Referee hearings	23
Referee Adjournments, Continuances, etc.	51
Certificates of Debt	118
Warrants for Satisfaction	63
Executions issued	81
Executions satisfied	14
Sheriff Sales	0
Releases of lien	8
Certificates of lien	36,088
Legal Audits	207
Field Service Audits	409
Foreclosures	225
Leases	20
Claims in Bankruptcy filed	52
Field Investigation Issued	142
Bankruptcy notices reviewed and checked	1,200

Bureau of Office Services (Fiscal and Personnel)

Acquisition and retention of qualified personnel constituted a major and almost insurmountable problem during the entire year. Although generally it was possible to obtain the personnel for purely clerical functions, State salary minimums were insufficient to attract personnel experienced in specialized skills, such as business machine operations, typing, and stenography. Canvassing of business and public schools, newspaper advertisements, and reference to Employment Service files failed to produce the necessary qualified personnel. As a result, it was necessary to train emergency employees in the operation of the addressograph, graphotype, key punch, check writing, and calculating machines. Greater use was made of recording and transcribing devices because of the inability to obtain stenographic help.

The turnover of temporary employees has been very heavy. The average number of employees in the Agency did not materially differ throughout the year, ranging from a low of 1,200 to a high of 1,400. However, during the period, 769 resignations were recorded, a turnover of approximately 58%, or a complete turnover of temporary personnel.

The acuteness of the space situation has had a distinct bearing on the personnel situation. Additional space being unobtainable, it was necessary to continue double shift operations and to require employees to work on Saturdays, Sundays and holidays. It has been difficult in the Trenton area to secure the services of people for night work, and generally, employees have been required to perform more overtime service than ordinarily required in private or government service. During the year, employees of the Agency put in over 300,000 hours of required overtime work.

Of the 253 employees, including those of the Employment Service, who went into military service, all but 12 had returned at the end of the year. Five others gave their lives in the service. Those who returned adjusted themselves quite readily to the duties assigned, and in most cases demonstrated an ability to accept greater responsibility.

On November 16, 1,081 employees of the Employment Service were transferred from Federal to State jurisdiction. With the whole-hearted co-operation given by the Civil Service Commission and the State Department of Taxation and Finance, payrolls were promptly and timely processed. The Civil Service Commission immediately began its survey of the individual status of the employees in the Employment Service Division.

From a fiscal standpoint, the greatest problem encountered during the year was lack of adequate space for the performance of necessary operations. As a result, existing space and equipment had to be utilized to the fullest extent through the institution of night shifts. Presently, operations are split over 21 floors in 10 different buildings. During the early part of the year, some supply items and many equipment items were difficult to obtain. Only such equipment found absolutely essential was purchased. Equipment and office machinery have been borrowed from other governmental agencies for the period of heavy load condition.

BUREAU OF PUBLIC RELATIONS

A continuing campaign of public education in respect to provisions of the Unemployment Compensation Law was carried on by the Bureau of Public Relations. In addition to newspaper releases and the publication of informational pamphlets, the Bureau arranged for exhibits, appearances of speakers to explain the operation of the Law, distributed literature and handled varied correspondence of an informational character.

The Bureau, which includes the office of the Secretary to the Commission, produced special reports and other materials required by the Commission, Executive Director, the Governor of the State and other State departments. The Bureau acted as the agent of the Commission in legislative matters, and arranged and conducted conferences of representatives of labor and employers to discuss technical problems of the administration of the Chapter.

During the year the Bureau arranged for forums of employer and labor groups to discuss problems incident to the heavy claim load and the extension of coverage to employers of four or more. The success of these forum discussions has resulted in the development of a plan for additional forums covering Unemployment Compensation and Employment Service activities.

Standards, Methods and Planning Office

During the year, greater emphasis has been placed by the Bureau of Employment Security on its responsibility for carrying out the provisions of Title III of the Social Security Act. To that end, the Bureau of Employment Security made an exhaustive administrative survey of the policies, procedures and processes of this Commission. This office has been charged with the responsibility for making preparations and assisting operating bureaus in carrying out the various recommendations made in this review in order to conform strictly to Federal standards and the regulations of the Commission and of the Social Security Administration.

The Veterans Administration, throughout the year,.has adopted a more stringent policy with respect to the payment of readjustment allowances to veterans. This has resulted in the issuing of numerous directives by the Veterans Administration which has made it necessary for this office to continuously revise and supplement Agency policies and procedures with respect to the administration of the Readjustment Allowance Program. This office also engaged in developing the Employment Service Plan of Operation in accordance with regulations of the U. S. Department of Labor.

One hundred and seventeen administrative directives were received from the Bureau of Employment Security which were studied and effectuated as required. Three hundred and thirty-six interpretative and procedural directives from the Veterans Administration were analyzed and appropriate action taken where necessary.

Division of Unemployment Compensation

REPORTS REFLECTING OPERATIONS OF BUREAUS OF BENEFITS, CONTRIBUTIONS, ACCOUNTS, AUDITS

Bureau of Benefits

The year 1946 was a period of continued and increased activity following the large-scale layoffs resulting from the cessation of active armed hostilities in the middle of August 1945, and the great number of servicemen discharged in the last quarter of 1945 and the first quarter of 1946. The last four-and-a-half months of 1945 had witnessed a transformation from the lowest claim load to the greatest sustained intake of claims in the history of the Agency. By the beginning of 1946, the Bureau was current in its handling of claims not requiring special attention or investigation. This terrific expanse in production had been accomplished with little increase in equipment or space, but personnel had increased to approximately 650 by January 1, 1946 from 115 employed prior to V-J Day.

Initial Claim Processing

The year opened with a backlog of 23,816 initial claims in process, which represented 15 days' receipts. Backlogs at the beginning of each year are higher than normal because of loss of working time due to the holidays. The year ended with a backlog of 11,378 claims or 8 days' average receipts at that time. During the year, a total of 324,527 claims were received, with the months of January and February showing the greatest activity, followed by a constant decline tending to level off until the end of the year, when the receipt of claims exhibited a slight increase.

Initial claims, excepting those which required unusual investigation or complicated adjustment, were handled without delay throughout the year. It was necessary to maintain two shifts in some units to accomplish the work. In the early months the work was complicated by the tremendous influx of claims filed under the military supplement of the New Jersey law, which required acquisition of wage records for periods three or four years prior to that used for ordinary claims. Co-operation of employers throughout the State in furnishing this information at considerable effort on their part was responsible for processing the claims without long delays. Difficulties were also experienced in the early months because of the large number of claims filed by workers whose unemployment was due to labor disputes. These claims, although they must be given considerable additional processing, were handled with dispatch.

Continued Claim Processing

Receipts of continued claims representing potential compensable weeks reached a total of 4,025,729, of which 199,455 were voided and 3,909,367 checks covering the remainder, plus backlog at the beginning of the year amounting to 111,154 claims, were issued. These checks averaged $20.33 per week for a total disbursement of $78,672,205. In spite of the large volume the Sections responsible for the processing of Continued Claims and the issuance of checks maintained a satisfactory balance between receipts and disbursements, with the result that claimants for the most part were paid within a short time after their money was due.

The figures above provide some indication of the magnitude of the job confronting the Sections involved in the processing of checks and of the ordinary problems that would arise even under ideal conditions. Two conditions result in a loss of efficiency in operations. First, over 80% of the employees engaged in this work were temporary help hired at the lowest Civil Service clerical grade and because of the low salary and the unavoidable unattractive nature of the work, a large turnover in personnel was experienced. This had been anticipated and various jobs had been reduced to their lowest possible components which helped in absorbing new and untrained personnel. The second difficulty can be found in the necessity for expansion in area, which required transfer of several units to other buildings. As a consequence, in order to produce a check it is necessary to transport material through the streets on six separate steps from the place where the continued claim is received until the check is finally inserted in the envelope for mailing.

Disputed Claims

Much of the delay in the issuance of checks and in the response to employer objections to the payment of benefits centered around the Section handling claims which required possible application of the disqualification and ineligibility provisions of the Law. In addition to the normal increase of claims routed into this Section by reason of the expanded claim load, a disproportionate number had to be considered because of the vastly augmented interest exhibited by employers concerned with the effect of benefit charges upon their future contribution rates.

Knowledge of the Law, experience in analyzing the facts and an ability to recognize the applicable provision of the Law made it essential that experienced permanent employees be assigned to this phase of the Bureau's operations. Although other Sections of the Bureau were stripped of permanent employees to a dangerous degree in order to expand the productive capacity of this Section, it was still necessary to resort to long hours of overtime.

Supplementary Activities

Supplementary activities of the Bureau of Benefits such as the charging of employer accounts, investigation of potential incorrect claims, correspondence, and other functions presented no unusual problems except those inherent in any tremendous increase of volume of work handled.

Labor dispute investigatory operations were one of the important activities of the Bureau. The large wave of labor disputes in the last quarter of 1945 and in 1946 caused widespread unemployment and resulted in many claims being filed by the workers. In accordance with the applicable provisions of the law, it was necessary to investigate the circumstances attendant with each dispute at each plant to determine if a stoppage of work due to a labor dispute existed and, when that had been established, to provide a breakdown of grade or class of employees. With only one special investigator available to obtain the necessary facts, the Bureau handled 502 cases involving approximately 80,000 claimants of record.

In favor of the Bureau in its investigation of these labor disputes was a 1945 amendment making it unnecessary for the Deputy to conduct a formal hearing in each case. As a result, the investigations were shortened by the elimination of hearings where the facts indicated that one would not be necessary to a fair decision.

Readjustment Allowance Claims

The preceding discussion of activities of the Bureau of Benefits applies not only to the administration of the New Jersey Unemployment Compensation Law, but also to the processing of claims under Title V of the Servicemen's Readjustment Act of 1944. The New Jersey Unemployment Compensation Commission acts as agent for the Veterans Administration in handling claims for veterans who are residents of New Jersey. As the provisions of the Federal law are quite similar to the New Jersey law, the work for the most part has been handled through the existing units in the Bureau.

The administration of this law presents much the same problems that applied to New Jersey claims and the superimposition of this activity on the normal functions of the Bureau merely increased existing problems without creating new ones, although in some respects, such as the treatment of self-employment claims, it was necessary to develop new techniques. Statistics appearing in another section of this report afford some idea of the volume of claims processed. During one week, the combined output of New Jersey and Veterans checks approached a quarter of a million.

Bureau of Contributors' Service

Two changes in the Unemployment Compensation Law, affecting employers and the activities of this Bureau, became operative January 1, 1946. These were expansion of coverage to employing units having four or more individuals in employment for some part of 20 weeks in a year and coverage of the services of officers and members of the crews of vessels on the navigable waters of the United States or engaged in interstate or foreign commerce. Fortunately, both amendments were enacted into law during 1945 and the Bureau had ample time to canvass potential employers to advise them of their responsibilities under the revised law. The former was principally responsible for the addition of 15,801 employers to the register of the Commission and the latter brought under coverage of the New Jersey Law 113 vessels operated by 17 employers in interstate or foreign commerce, along with an undetermined number of smaller vessels operated wholly on waters within the State of New Jersey.

Due to the large number of benefit claims paid during 1945, the Commission was again unable to notify employers of their 1946 contribution rate prior to the due date of reports for the first calendar quarter of the year and it was necessary to allow reporting for this quarter at the rate assigned for 1945. The notices of 1946 rates were issued during June, 1946, and appropriate adjustments made when the reports for the second calendar quarter were filed.

Employers' Status Section

The effects of the coverage amendments to the Law, which became effective January 1, 1946, were greatly felt by this Section. The principal functions of this Section are to make determinations of status, assign employer registration numbers and supply newly subject employers with first reporting forms. The activities of this Section more than doubled.

While approximately 62,000 employing units in New Jersey had been canvassed during the latter part of 1945 with regard to the "four or more employees" amendment and determinations had been made based on 1945 employment experience of about 34,000 units who returned the status form, it was necessary to follow up about 50% of these exempt units and request status reports to determine whether they had attained subject status based on their 1946 employment. Reconversion from war-time to peace-time activities, changes of ownership and new businesses established during the year also resulted in an increase in the number of status forms mailed out and reviewed upon their return, which amounted to approximately 37,500. In addition, 3,329 reports of investigations made by members of the Bureau of Audits and Field Service were reviewed and cleared. These investigations were requested by this and other Sections of the Agency.

A total of 32,704 status determinations were made during the year, of which 14,827 units were found to be exempt. Of 15,801 units who became subject as of January 1, 1946, due to the automatic provisions of the Law, 9,807 became subject because of their 1945 employment experience of four or more employees during 20 weeks of that year. Seven hundred and sixty-three additional units were found to have attained subject status for years prior to 1946. The number of employing units who became employers by voluntary election during 1946 was 1,293, which represented an increase of 102% over 1945. Employers' accounts which had been dormant and which were reactivated totaled 599, while the status of 21 units who had submitted reports and/or contributions remained to be reviewed. The total of additions to the active employers' register was 18,435, which was reduced by 4,156 units which became inactive and 82 employers who received termination of coverage by meeting the requirements of the Law. This was less than 25% of the number who terminated coverage during the previous year, which was partly caused by the change in the coverage provisions of the Law and the desire of some employers to continue coverage rather than lose their reduced employers' contribution rate.

The total number of active employer accounts as of December 31, 1946 was 34,496, compared to a total of 20,299 as of December 31, 1945, or an increase of 14,197 active employer accounts for the year. In addition to establishing the new accounts and withdrawing inactive accounts, the Section authorized 1,155 changes in the names of employers, 2,447 changes of addresses and 2,186 miscellaneous changes to employers' accounts. These new accounts and changes required the preparation of 18,251 authorizations and the typing and filing of 54,753 index cards and 17,857 status history cards.

The number of letters dictated by the Correspondence Unit of this Section totalled 52,033 during the year. This represented an increase of about 130% over the year 1945, when 22,605 letters were dictated. In addition to the dictated letters 26,775 form letters were either typed in full, or mimeographed or multilithed letters were used with pertinent information filled in. The incoming correspondence which required answers was so heavy that there was a backlog of one month's work several times during the year, which necessitated overtime work.

Employer contribution rates were computed for, and notices mailed to, 19,300 employers in accordance with the "experience rating" provisions of the Law. The computations of the rates for the year resulted as follows:

Rate	*No. of Employers*	*Percentage*
0.9%	9,352	48.45
1.8%	4,073	21.
2.7%	1,942	10.
3.6%	537	2.74
*2.7%	3,234	17.
†2.7%	162	.81
	19,300	100.00%

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* Basic rate of 2.7% assigned because employer did not have three calendar years' experience throughout which benefits could have been paid to any individual in his employ if eligible.

† Basic rate of 2.7% assigned because there was at least one calendar year throughout which there was no payroll reported and/or no contributions paid, therefore an average annual payroll could not be computed.

COLLECTIONS SECTION

In 1946, the Collections Section collected $2,224,257.17 from delinquent employers. This figure is broken down as follows:

Contributions due on reports without remittances	$1,356,801.27	
Contributions with supplemental reports	367,987.19	
Contributions with delinquent reports	378,530.88	
		$2,103,319.34
Collections of Certificates of Debt		24,054.62
Penalties and interest collected		96,883.21
GRAND TOTAL		$2,224,257.17

In addition to the collection of money delinquencies as indicated above, the Collections Section continued to keep reporting delinquency at its previous low level. The application of the "four or more" provision in the law resulted in a sudden surge of delinquent reporting at the end of the second calendar quarter when the number of delinquent reporters practically trebled the average throughout 1945. This situation, however, was effectively brought under control during the third and fourth quarters and there is no reason to believe that the ratio of delinquent reporters to total registered employers will not be in line with the records of former years.

REPORT OF INCOMING MAIL AS OF DECEMBER 31, 1946

A Statement of the Comparative Trend of the Commission's Incoming Mail Activities During the Calendar Years 1944, 1945 and 1946

Class of Items Received	*1946*	*1945*	*1944*
1. General Correspondence	67,667	37,055	41,490
2. Personal, Confidential and Official Mail	26,800	21,144	13,933
3. Employment Service Mail	391	611	816
4. Benefit Mail	547,951	274,581	149,246
5. Board of Review and Appeals Mail	7,207	2,759	1,837
6. Bureau of Research and Statistics	1,421	2,515	1,764
7. Contribution Reports	118,591	80,301	81,171
8. Miscellaneous Remittance Forms	12,407	8,773	7,614
9. Assessments Collected	7,954	5,592	5,326
10. Wage Record Reports	118,330	79,277	87,746
11. Miscellaneous Information Returns	76,251	92,416(a)	44,475
12. Checks and Money Orders	125,837	85,026	83,308
13. Currency Remittances	100(b)	52(c)	114(d)
	1,110,907	690,102	518,840

(a) Includes status returns caused by extended coverage.

(b) Aggregate of $5,395.33.

(c) Aggregate of $1,961.75.

(d) Aggregate of $2,793.98.

BUREAU OF ACCOUNTS

Normal growth and changes in the Law thrust added loads upon the Bureau of Accounts.

Refunding of workers' contributions for payments made to the State's Fund in excess of 1% of the first $3,000 earned and the increase of registered employers caused increased work loads in every Section of this Bureau.

The work and performance of the Bureau is summarized:

Employer Accounts Section

During 1946, a total of 34,496 active employer accounts were maintained and involved 425,000 tabulating card transactions. The tabulating cards necessary to post employers' contributions, workers' contributions, assessments, and rate additions or changes represent an increase of 63% over the 1945 total. The controlling factor of this increase was the additional 10,136 permanent employers' accounts made subject as the result of having four or more workers instead of eight or more as heretofore. This increased coverage was also the main reason for the maintenance of almost double the previous year's number of Register Sheets, Change Orders; and a substantial increase in the number of requests for information from authorized employees of the Commission, subject employers, and Federal agencies. The increased coverage has made it necessary to formulate a plan for certifying to the Federal Government during 1947 the employers contributions of those employers subject to the Federal Excise Act and eliminating those subject to the New Jersey law only. This plan will greatly increase the work of this Section as it will cause a large amount of investigational work.

As in previous years, a major function of this Section is the certification to the Federal Government of employers contributions paid into the State Fund and used as a credit against the Federal Excise Tax. The information is prepared through the use of automatic accounting machines and involves the maintenance of approximately 300,000 tabulating cards and active and inactive files of duplicate certification report forms. Numerous inquiries concerning certifiable amounts were received from the Treasury Department, Collectors of Internal Revenue and employers. It was necessary to examine thousands of employers' files and other related accounting records to service them.

A method of recording on tabulating cards refunds of individual workers' contributions in excess of $30 in any one calendar year after 1944 was instituted during the year. These refunds were due to workers who earned more than $3,000 per calendar year and worked for more than one subject employer. A total of 3,007 workers' refund cards amounting to $39,088.22 was set up and a control register maintained.

WAGE RECORDS SECTION

The Wage Records Section receives quarterly wage reports filed by subject employers and performs the accounting operations required to establish and maintain the individual wage records used to determine benefit eligibility and amount. All benefit claims pass through the Section, when a transcript of wages is attached. An alphabetic and numeric file of workers' Social Security account numbers is maintained to make possible accurate identification of a worker in doubtful cases. In addition, the Section reconciles total wages as reported by each employer for individual workers with the total wages on which contributions were based; audits the individual accounts for the proper calculation of the limitation of contribution liability to the first $3,000 of wages, and verifies requests for refunds of employers' or workers' contributions.

The first quarter of the year saw a continuation of the heavy post V-J Day claim load. During the year, the Section handled 286,000 initial claims, 25,000 initial claims filed by returned veterans under the Military Supplement to the New Jersey Law, and 23,000 claims returned to the

Section for review and adjustment. Of the grand total of 334,000 claims, 126,000 were processed during the first three months of 1946. Thereafter the claim load leveled off at a stage approximately four times as heavy as the 1944 average.

The effect of increased coverage was increasingly felt as the claim load leveled off. In 1945, the Section received an average of 19,820 wage reports each quarter. In 1946, it received an average of 29,582, for a grand total of 118,330 reports. Although the increase in number of reports did not carry a corresponding increase in number of wage items reported, the latter rising from approximately 6,100,000 in 1945 to 6,250,000 in 1946, it did involve the establishment of new accounts and a more than 50% increase in the receipt, audit, and filing of reports. The addition of new employers, unfamiliar with our forms and requirements, resulted also in a temporary increase in the delinquency rate which was not brought under control until the end of the year.

TABULATING SECTION

An index of the activity of the Tabulating Section is the operating hours of the machines with which it is equipped. During the year 1946, this Section operated the I. B. M. equipment a total of 109,962 hours. This figure represents an increase over the year 1945 of 26,815½ hours or 32.5%.

The following table distributes 1945 and 1946 equipment operating hours to major administrative functions; it will be observed in each category that the 1946 equipment operating hours are greater than 1945.

EQUIPMENT OPERATING HOURS

Function	*1945*	*1946*	*Increase 1946 over 1945*	*Increase %*
1. Wage Records	60,231¼	65,979½	5,748¼	9.5
2. Benefits	6,664¼	7,767½	1,103¼	16.6
3. Employer Records	9,190¾	13,959½	4,768¾	52.7
4. Experience Rating	1,556	1,946¾	390¾	26.6
5. Statistics	4,168½	17,908¾	13,740¼	326.3
6. Analysis, Field Service, etc.	1,336	2,400¼	1,064¼	84.6
TOTAL	83,146¾	109,962¼	26,815½	32.5%

The most significant increase in machine hours for the preparation of statistical data is due to the requirements of the Veterans Administration with respect to claim and payment activities under the Servicemen's Readjustment Act. In this connection it is noteworthy that more than 2,430,000 statistical tabulating cards were prepared and processed.

Sizable increases are also evident in wage record and employer account categories. This condition is mainly due to "four or more" employers. During the year, a number of additional key punch operators were assigned to the Employer Accounts Section to handle the greater load. This section, which also prepares coverage and contribution statistics (which are included in Item 5) and Cost Analysis and Field Service (included in Item 6) prepared and processed during the year a total of 1,243,565 tabulating cards of the types enumerated.

In the Wage Record Section 11,010,469 wage, claim and statistical cards were prepared and processed.

Equipment hours chargeable to Benefit operations increased 16.6% or 1,103¼ hours. Included in this item, together with current claims for regular unemployment benefits, is the preparation and processing of "Out" and other cards for "G.I." and "frozen" wage credit claims.

BUREAU OF AUDITS AND FIELD SERVICE

The work of the Bureau of Audits and Field Service during the past year was greatly affected by self-employed veterans' readjustment allowances and extension of coverage to employers of four.

Field Service Section

Under the Servicemen's Readjustment Act of 1944 provision was made for issuing of allowances to those veterans self-employed in independently established businesses where their net profits amounted to less than $100 per month. The proper servicing of such claims requires monthly audit of the operations of each such claimant so that his claim may be properly prepared, processed, and certified to the Veterans Administration for payment. Such auditing work is being handled by the Field Service Section at its seven offices throughout the State in large and increasing volume, the peak of which has apparently not yet been reached. The Bureau, as a direct result thereof, has been further burdened with a multitude of inquiries, explanations, calls for assistance, and other items of service collateral thereto, all of which items have accounted for approximately 20% of the time of our staff. During 1946, 10,061 initial and continued claims were prepared, examined and audited. In addition, 6,259 separate instances of assistance on appeals, advisory services, and other contacts were handled for a total of 16,320 direct items of self-employed veterans' readjustment allowance matters.

The extension of coverage intensified demand for greater and more widespread knowledge of the statutory provisions and their application to the businesses of taxpayers.

The direct results of the year's operations of the Field Service Section are summarized below with respect to dollar results and miscellaneous unit activity.

1946

(A) DOLLAR RESULTS

	Number	*Amount*
Liability established for contributions (exclusive of penalties and interest)	1,450	$169,689.20
Deficiency assessments recommended	28	6,518.38
Arbitrary assessments recommended	36	32,587.14
Proofs of Claim of employers in liquidation recommended	22	38,993.78
Refunds of contributions recommended	165	7,799.68

(B) OTHER FIELD SERVICE ACTIVITIES

Status reports secured	1,301
Supplements to status reports secured	935
Voluntary elections secured	146
Statistical and information reports secured	1,988
Reported employment verifications	2,495
Reported wage verifications	2,747
Applications for termination of coverage recommended	78
Applications for termination of coverage disapproved	13
Special reports prepared and submitted	7,565
Special Allocations of contractors' and sub-contractors' Wages and Employment	1,402

(C) COMPLETED FIELD ASSIGNMENTS, SOURCES THEREOF AND TIME CONSUMED

	Total Hours Consumed	*Number*	*Avg. Hours Per Assignment*	*Percentage of Total Assignments*	
					of Total Time
A. Office Audits Section	208.5	4	52.12	....	.34
B. Bureau of Benefits	1,126.	97	11.61	.47	1.83
C. Collections Section	1,243.5	117	10.63	2.83	2.02
D. Director of Unemployment Compensation	......	....	....	....	....
F. Chief Auditor	21,132.5	2,949	7.17	40.05	34.30
L. Legal Services	3,204.5	409	7.83	7.07	5.20
M. Miscellaneous	69.	12	5.75	....	.11
S. Status Section	34,572.	4,325	7.99	49.58	56.12
E. Executive Director	48.	3	16.00	....	.08
	61,604.0	7,916	7.78	100.	100.

OFFICE AUDITS SECTION

The Office Audits Section found the volume of its work increased approximately 40% during the year principally because of the expansion of the Law's coverage. The work was further increased by statutory amendments covering refunds of workers' contributions in excess of $30.00 paid by any individual covered worker in any calendar year. This work load has been properly and efficiently handled with an actual reduction in personnel which was made possible by improvement of working procedures and increased staff efficiency. The year's results in this Section are summarized as follows:

	Total Units	*Dollar Amounts*
Employer Contribution Reports Received and Audited	122,025	
Audits of Assessments Due and Assessments Collected	21,669	
Deficiency Assessments Prepared and Issued	1,604	$199,889.02
Arbitrary Assessments Prepared and Issued	150	142,377.90
Penalty and Interest Assessments Prepared and Issued	7,035	
Statement of Outstanding Indebtedness Prepared for Certificates of Debt, Claims in Bankruptcy and Other Legal Actions and Statements for Lien Certification Under Section 14(b) of the Law	3,123	
Certificates of Overpayment (Regular) Prepared and Issued..	2,243	147,580.23
Over and Under-Payment Certificates Issued by Reason of Experience Rating Adjustments	5,160	
Claims for Cash Refund Audited and Processed Employer ...	459	53,527.99
Claims for Cash Refund Audited and Processed Worker	3,010	39,131.84
Adjusting Journal Vouchers Issued	756	
Special "Status Not Determined" Accounts Audited	159	
Field Auditors Schedules Audited	2,958	
Computations of Benefit Charges to Employers' Accounts from Summaries of Benefit Payments to Claimants	12,500	
Computations of Reserve Ratios on Notices of Employer Contribution Rates	19,450	
Form Letters Regarding Reporting Errors Issued	3,789	
Dictated Letters Sent to Employers and Workers	1,687	

Board of Review

REPORT REFLECTING OPERATIONS OF BENEFIT APPEAL TRIBUNALS AND THE BOARD

BOARD OF REVIEW

The year of 1946 was marked by a five-fold increase in the number of appeals from the Deputy to the Appeal Tribunals. The case load increased from 3,878 for 1945 (1,000 in the last two months of the year) to 19,032 in 1946. While Veterans Administration cases contributed to this increase (4,081 appeals), it will be noted that they made up only about one-fifth of the total case load.

The number of cases received in December was 2,684, the largest amount received in any one month of the year, indicating that the case load is now tending to become heavier rather than to fall off. VA cases displayed a similar trend.

The work of the Board of Review also showed a similar increase. We received 2,153 new cases, as compared with 528 in 1945, and disposed of 1,721, as against 532 the previous year. The backlog increased from 84 to 588. This was due in part to the fact that, in order to help the Appeal Tribunals, the Board of Review heard 429 VA cases in addition to its regular work.

As a result of this jump in the case load and the fact that, for various reasons beyond the control of the Agency, adequate qualified personnel could not be obtained, a serious backlog situation developed. Appeal Tribunal cases totaling 9,297 were pending on December 31, 1946 as against 800 at the end of 1945, thus increasing the time lag in handling appeals.

Procedures in the Trenton central office of the Board were thoroughly revised. During the year 10,498 cases were disposed of, almost three times the number cleared in 1945. It would have been utterly impossible to accomplish this except through the use of mechanical recording of testimony.

In spite of all these emergency measures, it has not been possible in any month during the year to dispose of as many cases as were received during that month. The result is that the backlog of pending cases has constantly increased. On December 31 there were almost 7,300 Appeal Tribunal cases which had not yet been heard and about 2,000 cases which, although heard, had not been finally processed, due to lack of clerical help in the Trenton office.

It is believed that the percentage of appealed cases can be reduced—thus lowering the case load thrown upon the Appeal Tribunals—by improvement of the earlier handling of claims by local offices and the Bureau of Benefits, but since considerable training and the provision of new personnel is necessary to bring about such an improvement it is not likely that the results will be seen in a reduced case load for several months.

December showed the largest number of new cases for any one month, 2,684. This was probably due to the beginning of a flood of appeals by individuals who filed new claims on the basis of wage credits earned in the lag quarter not included in their original V-J Day claims. This particular group will probably taper off rapidly, but it does not appear that the case load will drop below 1,500 per month for a considerable time. The possibility of a business recession in 1947, with consequent unemployment, must also be guarded against.

At the request of the Executive Director, a survey of the appeals situation was made by representatives of the Social Security Administration, and their findings in a large part agreed with the recommendations which the Board of Review has been making throughout the year.

The Appeal Tribunal case load was broken down as follows:

	Received	*Cleared*	*Pending*
Appeal Tribunal (regular)	11,393	7,412	4,791
Appeal Tribunal (labor dispute)	3,209	701	2,424
Veterans Administration	3,640	1,944	1,718
Veterans Administration (labor dispute)	238	63	175
Veterans Administration (self-employment)	243	162	81
Interstate	309	216	108
	19,032	10,498	9,297

The Board of Review case load was broken down as follows:

	Received	*Cleared*	*Pending*
Board of Review (regular)	995	773	317
Board of Review (labor dispute)	711	524	248
Board of Review (Veterans Administration)	385	362	23
Board of Review (self-employment)	39	39	0
Board of Review (labor dispute)	5	5	0
Interstate	18	18	0
	2,153	1,721	588

Counsel to the Board was faced with a heavy load of litigation. Two cases were disposed of in the Court of Errors and Appeals and one in the Supreme Court. Three cases are pending before the Supreme Court and a number of others are now in preparation.

Report Covering New Jersey State Employment Service Division

EMPLOYMENT SERVICE DIVISION

After nearly five years of serving as a war-time job recruitment agency, the Employment Service in New Jersey on November 16, 1946, was turned back as a division of the Unemployment Compensation Commission. During the period of Federal operation, the Employment Service developed and maintained an enviable record as a war-time agency, recruiting labor in a highly industrialized State which was engaged in supplying many of the critical items of warfare such as aircraft, watercraft, munitions, chemicals, radio apparatus, and processed foods.

The actual changeover to State service in accordance with Federal legislation was accomplished without interruption of service to workers and employers. Prior to the turn-back, it was necessary to conduct extensive research and studies in order to develop a workable program within the framework of New Jersey Law and the requirements of the legislation passed by the Congress. The Unemployment Compensation Commission, in collaboration with personnel of the United States Employment Service in New Jersey and representatives of the United States Department of Labor and the Regional Office of the United States Employment Service, developed a Plan of Operation, which, after review by the members of the Unemployment Compensation Commission, was submitted to the Federal Government. The Plan of Operation was reviewed and approved by the United States Department of Labor, and New Jersey became eligible for fiscal grants for the operation of the Employment Service as a division of this Commission.

The Plan of Operation embodied the Six-Point Employment Service Program. The Executive Director and members of the Commission were convinced that the primary objective of the Employment Service should be the placing of qualified, unemployed workers in suitable employment, and accordingly, this statement was made part of the Plan of Operation:

> "It is considered that the major function of the State Employment Service Division is the placement of qualified unemployed men and women, particularly veterans, in suitable employment, and while the Unemployment Compensation Commission of New Jersey will make a sincere effort to carry out the other phases of the Employment Service Program as outlined below, such collateral activities shall be co-ordinated to the major objective of this program."

In the actual administration of the Employment Service Program, New Jersey does not subordinate the other five points of the Employment Service Program, but has designed its procedures so that the six phases are interwoven into job placement activity.

The six points of the Program are:

1. *Placement Service.* This is the principal objective of the Employment Service and actually embodies phases of the five other integrated programs.

2. *Employment Counseling Service.* The special function of this program is to assist individuals to make satisfactory occupational adjustments. Special attention is given to veterans, physically handicapped, new entrants into the labor market such as inexperienced youth.

3. *Expanded Service to Veterans.* The Servicemen's Readjustment Act of 1944 directed that maximum assistance be extended to veterans so that they would make the best possible adjustments in returning to civilian life. Specialized personnel and preferential service are available to give the veterans such opportunities.

4. *Industrial Service.* This program makes available to employers procedures and techniques developed by the Employment Service. Specifically, this program provides for testing of applicants to meet employer specifications, contacts with employers to determine job requirements, physical demands and job order specifications.

5. *Labor Market Information.* This program consists of assembling, interpreting and disseminating information respecting labor market conditions and current developments in major industrial areas in the State and nation. This information is used by employers, governmental agencies, and community groups in connection with plans touching upon employment.

6. *Community Planning.* This program requires participation by the Employment Service in the activities of community agencies and groups such as employer associations, labor organizations, welfare agencies and governmental agencies concerned with individuals in need of employment or such agencies that may be developed for the purpose of creating job opportunities.

In addition to job placement activities, the Employment Service Division is responsible for the servicing of unemployment compensation benefit claims filed in the 44 Local Offices throughout the State. The period of reconversion and the passage of the Servicemen's Readjustment Act, providing for the payment of unemployment compensation to unemployed veterans resulted in unprecedented claims filings in the Local Offices. During the year, a total of 4,502,101 initial, or first, and continued non-veterans claims were filed in the Local Offices, and in the same period a total of 3,746,099 initial, or first, and continued Servicemen's Readjustment Allowance claims were handled by the Employment Service Local Offices.

Although placement service is recognized as the primary function of the Employment Service, it is necessary that in handling the over-all Employment Security operations in Local Offices, the organizational structure be flexible so as to make possible the interchange of personnel in placement and claims activities. The re-integration of unemployment insurance and Employment Service operations in this State has resulted in the development of planned interchange of personnel, so that when heavy claims loads fall upon the Local Offices, sufficient personnel becomes immediately available to handle the traffic. The following table reflects the work of Employment Service personnel in servicing claimants:

CLAIMS PER UNIT OF PERSONNEL

	Average No. of Personnel	*Total No. Initial and Continued Claims*	*Claims Per Unit of Personnel*
1939	685	2,592,464	3,785
1940	642	2,804,556	4,368
1941	715	2,024,039	2,831
1942	825	2,013,501	2,441
1943	860	547,172	636
1944	780	422,620*	541.8
1945	824	2,948,611*	3,578.4
1946	1,150	8,248,200*	7,172.3

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* Combines total claims for Unemployment Compensation and Servicemen's Readjustment Allowances.

In 1916, after the State Legislature authorized the establishment of a "free labor bureau" in 1915, the operation of registration, referral and placement of applicants in jobs was begun.

From the inception of the Employment Service to the present day, during periods of prosperity, depression, and two wars, the reason for its existence has not changed: namely, the "Matching of Men (also Women and Youths) and Jobs."

For the most part the Agency's job placement activities have been associated with private enterprise. During the depression years of the 30's, placement activities, frequently by acts of Congress, were also pointed toward assisting such agencies as the CCC, CWA, NYA, WPA, PWA, and others. These were years during which greater concentration had to be placed on the finding of jobs for workers, rather than workers for jobs.

Prior to 1939 there was a well-developed placement service in operation. Different phases of this service were:

Registration of applicants
Classification of applicants according to skill
Employer visiting
Job order taking
Inter-office clearance of orders and applicants
Referral and Placement of applicants

After the Employment Service was made a division of the Unemployment Compensation Commission and benefit payments began in January 1939, the different types of applicants for jobs became more numerous. Field visitors, in their contacts with employers, were able to offer the services of applicants who were of the professions, such as lawyers, engineers, accountants, and others.

Generally the quantity and quality of applicants improved because it was mandatory under the Unemployment Compensation Law for claimants to register for employment as a prerequisite to the collection of unemployment insurance benefits.

A study of data of Employment Service placement activities from 1939 to 1946 inclusive shows that in respect to professional and clerical placements there was little change in the pattern, while the percentage of unskilled workers placed in employment increased from 15.4% to 34%. In the same period, skilled and semi-skilled placements dropped from 27.2% to 25.5%. Placement of domestic and service workers fluctuated from 45.3% in 1939 to 6.9% during the war period, when the facilities for serving these types of placements were curtailed. With the restoration of domestic and service workers placement services, these categories increased to 27.3% in 1946. Presently, the Employment Service does not place farm workers, this activity having been transferred to a Federal agency during the war.

Tables reflecting various placement activities of the Employment Service follow:

EMPLOYMENT SERVICE PLACEMENTS COMPARED TO ESTIMATED TOTAL HIRES IN NEW JERSEY

1	2 *Estimated Employment in New Jersey	3 Average Monthly Accession Rate	4 Gross Accessions	5 Employment Service Placements	6 % of All Hires Effected Thru Employment Service
1939	1,500,000	5.6%	1,008,000	111,305	11.0
1940	(unavailable)	....	....	126,739	....
1941	(unavailable)	....	....	189,354	....
1942	1,800,000	8.1%	1,749,600	207,868	11.9
1943	1,850,000	7.7%	1,709,400	354,239	20.7
1944	1,800,000	6.6%	1,425,600	392,853	27.6
1945	1,800,000	6.8%	1,468,800	298,374	20.3
1946	1,700,000	8.1%**	1,652,400	144,570	8.7

* Nonagricultural employment.

** Average rate for first 8 months only.

Column 2—New Jersey State Employment Service gross estimates (1939 obtained from United States Census of 1946).

Column 3—United States Department of Labor Bureau of Labor Statistics (Statistical Abstract of United States—United States Department of Commerce Bureau of Census) .5% added for non-manufacturing industry.

Column 4—Calculated from columns 2 and 3.

Column 5—New Jersey State Employment Service local office Activity Reports.

Estimated Employment and Average Accession Rate are averaged for calendar years except 1946.

The following tables, which show two pre-war years, two war years and 1946, indicate placements by skills and the percentages by skills of the total placements:

COMPLETE PLACEMENTS BY OCCUPATIONAL GROUPS SHOWING PERCENTAGE OF TOTAL PLACEMENTS

Year	Total	Prof. and Clerical	Skilled and Semi-skilled	Unskilled	Domestic and Service	Agricultural Workers
1939	106,463 (A)	12,474	29,044	16,390	48,103	452
		11.7%	27.2%	15.4%	45.3%	.4%
1940	120,397 (B)	14,352	30,466	21,079	53,597	1,003
		11.8%	25.3%	17.5%	44.6%	.8%
1942	207,868	20,717	49,642	62,812	48,361	26,336
		10.0%	23.9%	30.1%	23.3%	12.7%
1944	392,853	48,410	107,375	209,903	27,165 (C)	(D)
		12.3%	27.3%	53.5%	6.9%	
1946	144,576	19,083	36,819	49,180	39,494	
		13.2%	25.5%	34.0%	27.3%	(D)

Source of data—Local Office Report of Placements.

(A) This total does not include 4,842 supplemental placements.

(B) This total does not include 6,342 supplemental placements.

(C) The placement of domestics was de-emphasized during 1943, 1944 and 1945.

(D) Agricultural placement activity was discontinued as of July 1943.

Complete Placements by Industry Groups Showing Percentage of Total Placements

Year	*Total*	*Mfg. Total*	*Agricultural Total*	*Domestic Total*	*All Others Total*
1939	106,463	33,285	1,766	38,314	33,098
		31.3%	1.7%	35.9%	31.1%
1940	120,397	36,373	2,353	41,460	40,211
		30.2%	2.0%	34.4%	33.4%
1942	207,868	99,130	26,336	35,984	46,418
		47.7%	12.7%	17.3%	22.3%
1944	392,853	307,734	(A)	11,516	73,603
		78.4%		2.9%	18.7%
1946	144,570	74,093	(A)	27,552	42,931
		51.2%		19.1%	29.7%

(A) Agricultural placement activity was discontinued as of July 1943.

Monthly Local Office Statistics During 1946

Months	*Total Placements*		*New Applications*	*Active File of Registrants(a)*	*Interstate Claims (b)*	
	1946	*1945*			*Initial*	*Continued*
Total	144,576	298,374	447,679	......	16,928	133,987
January	13,178	33,720	63,077	221,653	1,811	12,190
February	11,393	32,573	64,957	240,549	1,448	11,497
March	12,258	33,183	56,904	211,027	1,355	12,189
April	12,766	30,686	40,095	203,461	1,392	11,773
May	14,055	30,471	36,833	172,696	1,445	11,829
June	13,022	30,132	31,286	151,021	1,763	10,595
July	11,020	31,113	34,277	159,474	1,589	12,685
August	12,377	21,407	30,696	157,499	1,106	11,222
September	11,599	15,522	24,210	160,603	1,216	10,283
October	12,207	14,040	25,002	152,888	1,371	10,771
November	10,843	13,612	19,382	140,018	1,006	8,666
December	9,858	11,915	20,960	133,179	1,426	10,287

(a) Computed as of the last day of each month.

(b) Claims which are filed in New Jersey local offices for transmittal to other "liable" States, which will pay the benefits.

PART II

STATISTICAL TABLES AND CHARTS

DEFINITION OF THE TERM "JOB"

Data of covered employment are compiled from employer quarterly contribution reports, required by the Commission to accompany the regular quarterly remittance of contributions. These reports show, along with the data of contributions, total and subject wages payable to workers and the number of workers carried on payrolls for each month of the quarter.

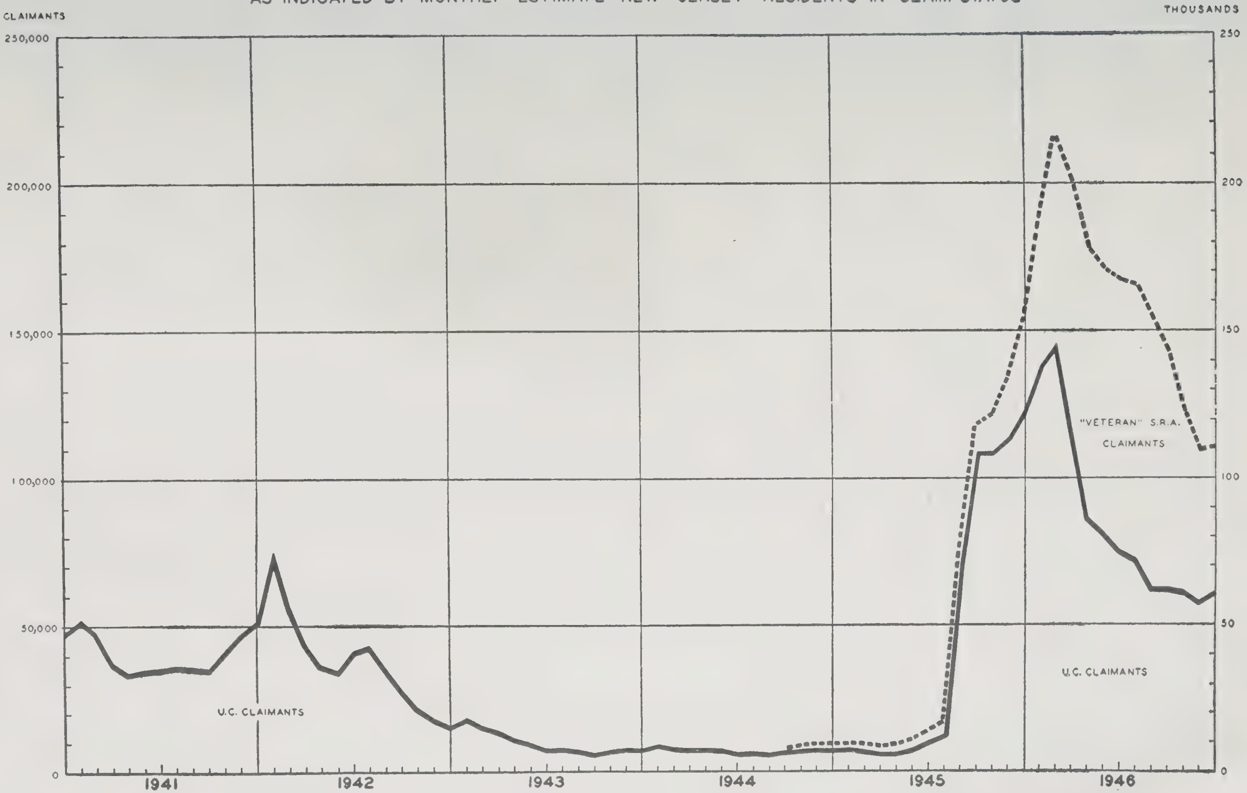
Although employer reports nowhere make use of the word "Job," the term is necessary for the proper presentation of the statistical data of those reports. The employer is instructed to report for each month the number of *workers* on all types of payrolls who earned wages during the pay-period ending nearest the 15th day of the month. This is equivalent to a count of persons at work during some 24-hour period near the middle of the month and virtually represents the number of man-jobs actively filled. For statistical clarity then, the term "Job" is used in connection with counts made of these items.

The use of the term "Covered Worker" here would be misleading and inaccurate, unless qualified with the phrase "Actively earning wages during the mid-week of the month." The term "Covered Worker" is much broader in concept and correctly can be applied to any worker, whether employed or not, so long as he or she has established a record of earnings at any time during the first four of the last five calendar quarters (the base year). In addition, workers who may not have been employed for the last several months must, if they are currently drawing benefits, be considered as "Covered." For technical reasons, precise counts of all such workers cannot readily be made from Commission records.

Obviously the statistics of "Jobs" give the most realistic picture of the numbers currently employed by covered employers. Counts of covered workers on the other hand would seriously overstate the number by including all workers who had at any time earned wages *during* a quarter or a year. Over a year such overstatement could amount to 50% or more, depending on the degree of turnover in and out of jobs.

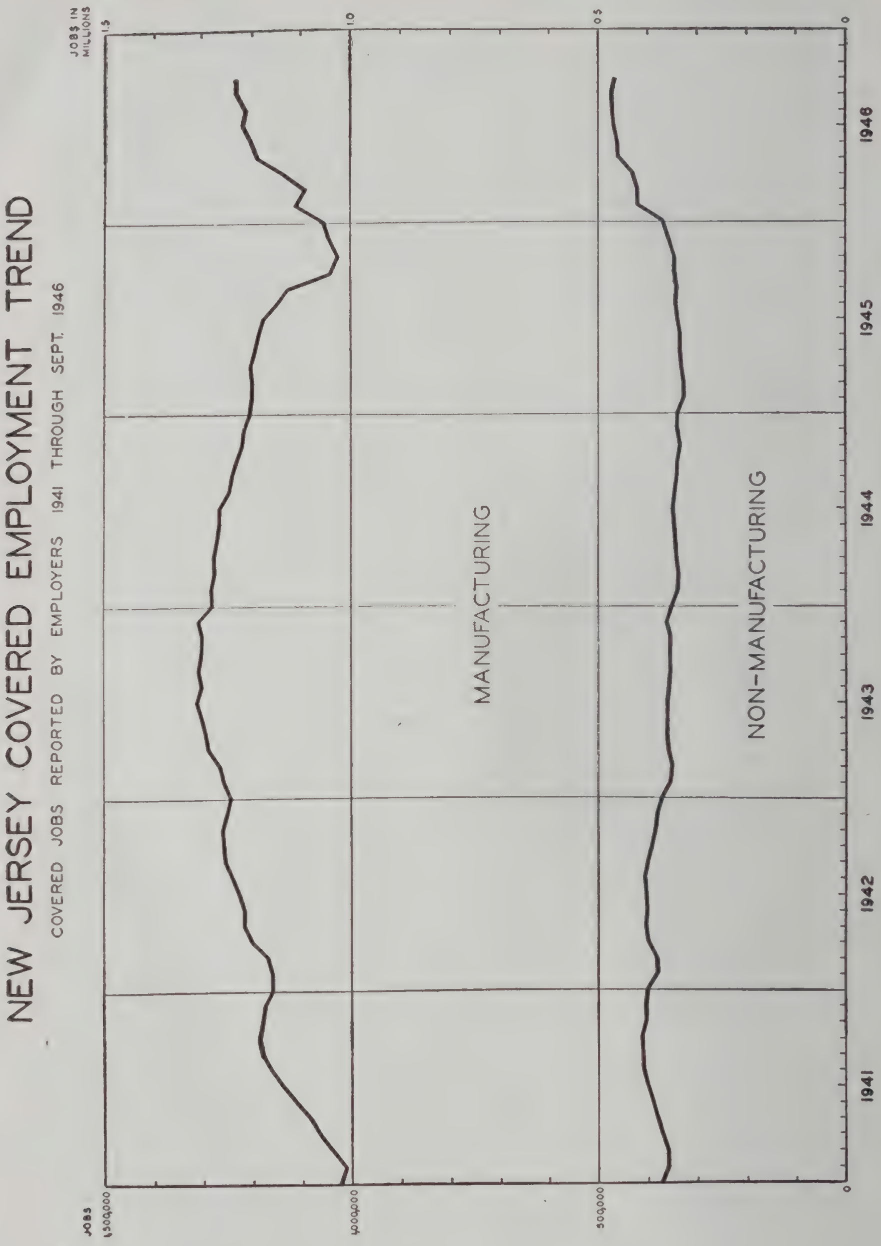
TREND OF UNEMPLOYMENT IN NEW JERSEY

AS INDICATED BY MONTHLY ESTIMATE NEW JERSEY RESIDENTS IN CLAIM-STATUS



ESTIMATE OF "RESIDENTS IN CLAIM STATUS" IS MADE FROM CLAIM LOAD DATA OF A REPRESENTATIVE WEEK IN EACH MONTH.

DATA ARE ADJUSTED TO EXCLUDE THE PARTIALLY UNEMPLOYED, NON-RESIDENTS OF THE STATE AND VETERANS RECEIVING BENEFITS FOR WEEKS OF SICKNESS.

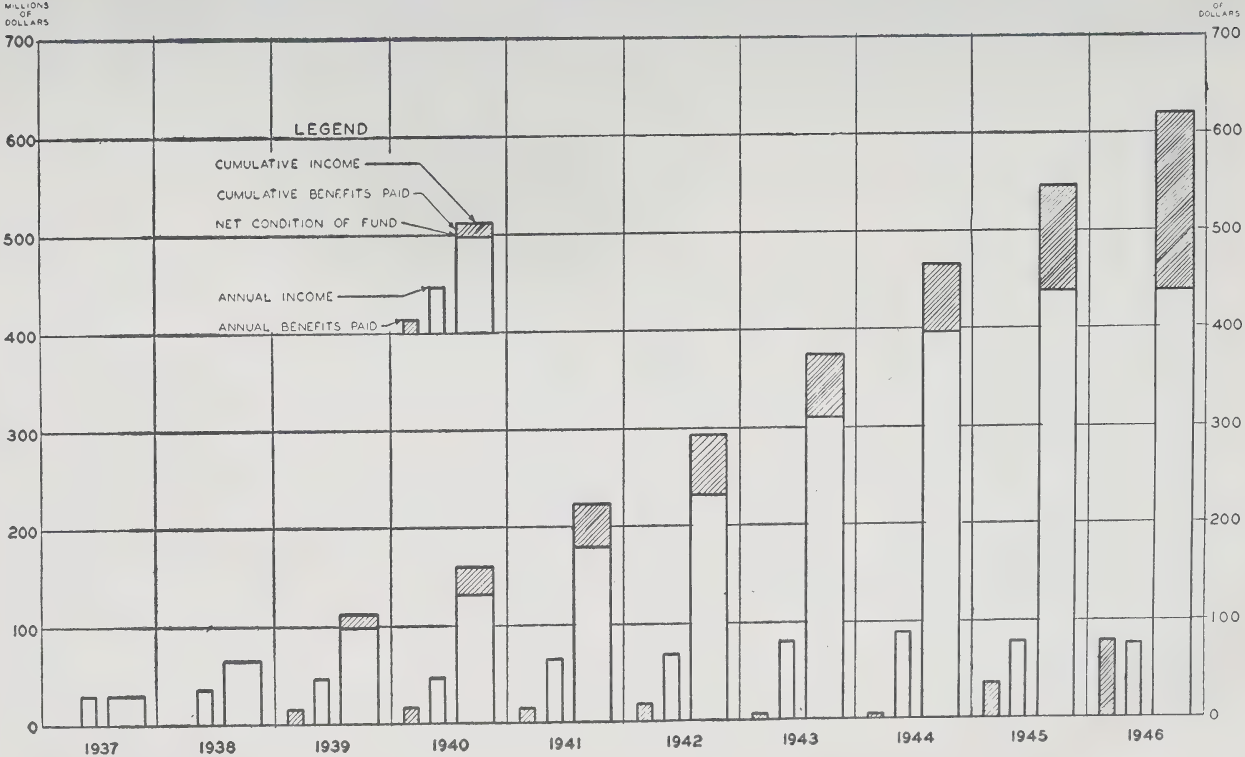


NEW JERSEY COVERED EMPLOYMENT TREND

COVERED JOBS REPORTED BY EMPLOYERS 1941 THROUGH SEPT. 1946

CONDITION OF UNEMPLOYMENT COMPENSATION TRUST FUND

AND RELATION OF INCOME TO BENEFIT PAYMENTS AT END OF EACH YEAR



ANNUAL INCOME = CONTRIBUTIONS COLLECTED + INTEREST ON FUND

COVERED EMPLOYER-ESTABLISHMENTS AND JOBS, BY COUNTY

EFFECT OF INCREASE IN COVERAGE TO "4 OR MORE"
Data for March, 1946

	Number of Establishments			*Number of Jobs*		
County	*Total*	*Added Jan. 1, 1946*	*Percent Increase*	*Total*	*Added Jan. 1, 1946*	*Percent Increase*
Atlantic	1,239	489	65.2	26,176	2,628	11.2
Bergen	2,393	754	46.0	77,118	4,425	6.1
Burlington	468	165	54.5	16,749	1,027	6.5
Camden	1,396	519	59.2	72,229	3,151	4.6
Cape May	258	106	69.7	3,516	537	18.0
Cumberland	604	199	49.1	21,333	1,247	6.2
Essex	7,499	2,426	47.8	257,953	14,155	5.8
Gloucester	309	111	56.1	11,090	654	6.3
Hudson	5,048	1,590	46.0	216,535	8,856	4.3
Hunterdon	186	74	66.1	5,316	431	8.8
Mercer	1,482	440	42.2	51,840	2,660	5.4
Middlesex	1,460	473	47.9	68,095	2,812	4.3
Monmouth	1,348	481	55.5	27,059	2,593	10.6
Morris	752	306	68.6	19,532	1,827	10.3
Ocean	346	176	103.5	5,010	1,023	25.7
Passaic	2,882	851	41.9	105,317	5,045	5.0
Salem	214	92	75.4	13,598	536	4.1
Somerset	416	119	40.1	18,880	694	3.8
Sussex	181	70	63.1	4,643	426	10.1
Union	2,249	717	46.8	87,589	4,308	5.2
Warren	260	74	39.8	11,526	458	4.1
Undistributed	1,205	68	6.0	17,908	507	2.9
Total	32,195	10,300	47.0	1,139,012	60,000	5.6

Data are preliminary pending receipt of some reports still delinquent.

Data for newly added units are estimated on basis of records still incomplete.

NEW JERSEY COVERED EMPLOYMENT

TRENDS IN COVERED JOBS 1945-1946

	1945			1946		
	January	*July*	*December*	*March*	*June*	*September*
TOTAL, ALL INDUSTRIES	1,206,996	1,156,909	1,056,902	1,139,012	1,220,451	1,235,899
Industry Divisions—						
Manufacturing Industries	875,973	808,747	684,288	704,130	748,154	765,547
Wholesale and Retail Trade	139,245	144,037	163,111	187,288	200,400	198,385
Transportation Services	42,976	42,593	42,143	48,130	49,484	44,695
Communications and Utilities	31,770	32,669	35,197	38,519	41,096	42,289
Hotels, Amusements and Small Services	54,470	62,370	59,178	72,772	81,787	84,248
Finance, Insurance and Real Estate	33,559	33,809	34,519	40,276	40,875	41,562
Construction Contracting	24,804	28,024	33,412	42,253	51,934	52,390
Mining, Agriculture and Other	4,199	4,660	5,054	5,644	6,721	6,783
Manufacturing Sub-Groups—						
Ordnance, Shells, etc.	40,818	34,841	3,331	......	......	......
Food Products	40,728	38,886	41,901	42,400	46,411	50,540
Tobacco Products	5,516	5,312	5,467	5,060	5,684	5,559
Textile Mill Goods	52,655	50,442	54,927	62,271	64,107	65,163
Apparel and Related Goods	68,550	62,789	63,498	74,205	75,924	76,982
Lumber and Products	9,467	9,884	11,076	12,898	14,500	14,577
Paper and Allied Products	17,593	17,518	18,147	18,792	19,217	20,269
Printing, Publishing, etc.	12,488	12,624	13,900	15,257	15,831	16,263
Chemicals, Paints and Explosives	76,693	75,859	77,850	83,383	82,653	84,646
Petroleum Products	13,517	13,966	14,735	15,665	15,800	15,878
Rubber Goods	15,938	15,790	16,221	17,053	14,921	15,998
Leather Goods	8,712	8,699	9,457	11,030	10,982	11,323
Stone, Clay and Glass	25,282	24,500	23,094	25,801	28,534	29,497
Iron and Steel Industries	44,551	42,584	44,732	44,819	51,340	54,450
Shipbuilding and Repair	89,247	70,173	43,618	38,208	35,992	27,947
Aircraft Engines and Parts	90,684	78,303	19,330	19,166	18,478	17,557
Non-Ferrous Metal Industries	30,736	30,434	31,031	30,254	32,511	35,292
Electrical Goods Industries	131,353	119,491	92,987	85,535	102,457	104,725
Non-Electrical Machinery	54,048	50,755	49,279	50,292	60,166	62,584
Automotive Industry	10,669	8,880	10,043	10,091	8,849	11,328
Unclassified Manufacturing	36,728	37,017	39,664	41,950	43,797	44,969

Data for 1946 are subject to adjustment pending receipt of a few employer reports still delinquent.

NEW JERSEY COVERED EMPLOYMENT
TRENDS IN COVERED JOBS, BY INDUSTRY GROUPS

	Sept. 1941	*Sept. 1942*	*Sept. 1943*	*Sept. 1944*	*Sept. 1945*	*Sept. 1946*
TOTAL, ALL INDUSTRIES	1,190,484	1,260,056	1,307,988	1,237,995	1,042,156	1,235,899
Industry Divisions—						
Manufacturing Industries	776,217	864,349	949,549	892,380	691,397	765,547
Wholesale and Retail Trade	169,624	153,642	144,787	143,387	145,604	198,385
Transportation Services	38,482	39,646	42,942	43,134	41,539	44,695
Communications and Utilities	36,099	35,067	32,958	32,039	33,323	42,289
Hotels, Amusements and Small Services	64,335	62,404	59,700	59,813	60,205	84,248
Finance, Insurance and Real Estate	43,806	41,468	36,867	34,568	33,577	41,562
Construction Contracting	51,318	57,554	35,609	27,717	31,560	52,390
Mining, Agriculture and Other	10,603	5,926	5,576	4,957	4,951	6,783
Manufacturing, Sub-Groups—						
Ordnance, Shells, etc.	......	13,801	36,058	33,048	15,149	......
Food Products	49,727	45,432	45,644	44,128	45,441	50,540
Tobacco Products	8,922	8,500	5,866	5,433	5,711	5,559
Textile Mill Goods	70,145	61,326	56,827	52,874	51,209	65,163
Apparel and Related Goods	85,812	81,622	71,390	67,912	65,386	76,982
Lumber and Products	13,178	11,042	9,824	10,015	9,351	14,577
Paper and Allied Products	17,455	15,101	16,228	16,479	17,766	20,269
Printing, Publishing, etc.	14,409	12,791	12,212	12,075	13,014	16,263
Chemicals, Paints and Explosives	74,120	73,974	77,507	75,855	73,884	84,646
Petroleum Products	15,461	14,629	14,264	13,956	14,153	15,878
Rubber Goods	16,852	15,002	15,773	15,632	14,963	15,998
Leather Goods	14,504	12,089	10,548	8,909	8,344	11,323
Stone, Clay and Glass	31,125	29,951	28,839	25,485	24,080	29,497
Iron and Steel Industries	54,892	47,838	49,137	45,859	39,574	54,450
Shipbuilding and Repair	45,308	84,526	113,148	96,324	53,937	27,947
Aircraft Engines and Parts	40,367	68,554	98,109	94,892	30,939	17,557
Non-Ferrous Metal Industries	33,040	35,158	33,505	31,298	27,538	35,292
Electrical Goods Industries	84,616	113,870	133,717	133,161	91,798	104,725
Non-Electrical Machinery	51,742	68,926	67,400	60,708	46,081	62,584
Automotive Industry	15,807	8,898	11,101	10,868	8,477	11,328
Unclassified Manufacturing	38,735	41,319	42,452	37,469	34,602	44,969
ALL MANUFACTURING	776,217	864,349	949,549	892,380	691,397	765,547

Data for September 1946 are estimated and subject to revision.

The Annual Report for 1945 gives final data for all months prior to January 1945; data for three other months of 1945 shown elsewhere in this report.

SELECTED DATA OF COVERAGE AND CONTRIBUTIONS

Year	*Number of Covered Employers As of Dec. 31st*	*Number of Covered Jobs Sept. Each Year*	*Employer Contributions*	*Worker Contributions*	*Effective Employer Contribution Rate*
1937	......	925,358	$32,688,556(1)	....	1.8
1938	16,378	856,231	31,145,434	$10,562,738	2.7
1939	17,169	929,461	34,303,747	11,660,651	2.7
1940	18,026	1,014,651	36,180,716	13,307,279	2.7
1941	19,287	1,190,484	48,538,589	17,875,000	2.7
1942	19,643	1,260,056	37,685,763	23,267,508	1.62
1943	19,154	1,307,988	51,717,801	27,638,110	1.87
1944	19,795	1,237,995	52,418,374	28,258,329	1.85
1945	20,299	1,042,156	42,166,875	25,898,591	1.62
1946	34,496	1,235,899	45,000,000	27,000,000	1.66
TOTAL CONTRIBUTIONS			$411,845,855	$185,468,206	

Data for the year 1946, except for Covered Employers, are preliminary or estimated.

Data of Contributions for the years 1936, 1937, 1938, and 1939 have been adjusted to remove $4,268,521 transferred to the Railroad Retirement Board which had been contributed by class I railroads up to July 1, 1939.

(1) Includes Contributions for periods in 1936, made at .9% rate.

COVERED EMPLOYERS AND JOBS ACCORDING TO SIZE OF EMPLOYER

Distribution on Basis of September, 1946, Preliminary Data of Jobs*

Size Group (Jobs Reported by Employer)	*Employer Accounts*		*Covered Employment*	
	Number	*Percent Dist.*	*Number of Jobs*	*Percent Dist.*
1 to 3 (incl.)	3,833	11.7	7,748	0.6
4 to 7 (incl.)	10,413	31.8	53,128	4.3
8 to 25 (incl.)	11,819	36.2	151,084	12.1
26 to 49 (incl.)	3,099	9.5	103,490	8.4
50 to 99 (incl.)	1,885	5.8	121,753	9.9
100 to 199 (incl.)	894	2.7	116,218	9.4
200 to 499 (incl.)	496	1.5	150,345	12.2
500 to 999 (incl.)	133	0.4	92,476	7.5
1,000 to 4,999 (incl.)	110	0.3	230,574	18.7
5,000 and over	20	0.1	209,083	16.9
Total	32,702	100.0	1,235,899	100.0

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* Derived from analysis of 28,813 employer reports involving 1,197,692 jobs. The results are expanded here to total accounts subject as of end of September and to the preliminary estimate of jobs for September.

DATA OF WAGES IN NEW JERSEY COVERED EMPLOYMENT

	Wages Subject to Contributions	*Total of All Wages Paid to Covered Workers*	*Ratio Subject Wages to Total Wages*	*Average Number of Covered Jobs*	*Total Wages Paid Per Covered Job*
1939	$1,294,768,947	$1,294,768,947	1.00	901,361	$1,436
1940	1,366,507,887	1,491,751,420	.91	973,983	1,532
1941	1,798,326,465	1,960,888,895	.92	1,127,483	1,739
1942	2,329,343,488	2,591,716,067	.90	1,228,218	2,110
1943	2,760,014,464	3,130,568,363	.88	1,297,404	2,413
1944	2,824,576,663	3,281,435,359	.86	1,254,859	2,615
1945	2,596,447,897	2,995,275,679	.87	1,138,403	2,631
1946	2,700,000,000	3,100,000,000	.87	1,183,484	2,619

NOTE 1. Wages subject to contributions exclude those amounts in excess of $3,000 earned by any worker during any calendar year.

NOTE 2. Wage data are those statistically tabulated 6 months after the close of the year and will not therefore reconcile exactly with current accounting data of contributions.

NOTE 3. Data of last column, "Wages per Job" is an abstract figure and does not reflect average *earnings* of workers.

NOTE 4. Data for 1946 are preliminary.

EMPLOYER EXPERIENCE RATING

DISTRIBUTION OF 1946 EXPERIENCE RATING ACCOUNTS ACCORDING TO CONTRIBUTION RATES ASSIGNED

By Major Industry Divisions

		Distribution of Accounts					
Industry Division		*All Accounts*	*Rated 0.9%*	*Rated 1.8%*	*Rated 2.7%*	*Rated 3.6%*	*Not Rated 2.7%(a)*
All Divisions	Accts.	19,211	9,130	4,084	1,937	549	3,511
	%	100.00	47.53	21.26	10.08	2.86	18.27
Manufacturing	Accts.	6,719	2,569	1,633	959	305	1,253
	%	100.00	38.24	24.30	14.27	4.54	18.65
Construction Contracting	Accts.	1,978	535	409	356	111	567
	%	100.00	27.05	20.68	18.00	5.61	28.66
Transportation, Communication and Utilities	Accts.	1,042	529	246	62	5	200
	%	100.00	50.77	23.61	5.95	0.48	19.19
Wholesale and Retail Trade	Accts.	5,712	3,397	1,116	279	44	876
	%	100.00	59.47	19.54	4.88	0.77	15.34
Finance, Insurance and Real Estate	Accts.	1,125	801	112	29	3	180
	%	100.00	71.20	9.95	2.58	0.27	16.00
Miscellaneous Services	Accts.	2,410	1,214	540	236	54	366
	%	100.00	50.38	22.41	9.79	2.24	15.18
Agriculture, Forestry and Fishing	Accts.	98	23	18	12	24	21
	%	100.00	23.47	18.37	12.24	24.49	21.43
Mining and Quarrying	Accts.	75	56	9	3	2	5
	%	100.00	74.67	12.00	4.00	2.67	6.66
Unclassified by Industry	Accts.	52	6	1	1	1	43
	%	100.00	11.54	1.92	1.92	1.92	82.69

Includes successors in 1946 who were credited with experience of predecessors; though 1945 wages of such predecessors were not recorded below.

Approximate Distribution of 1945 Taxed Payroll According to Rate Groups (b)

Contribution Rate	*1945 Wages Upon Which Contributions Were Paid*	
Total	$2,607,551,931	100.00%
0.9%	1,125,559,549	43.16%
1.8%	723,077,511	27.73%
2.7%	637,231,578	24.44%
3.6%	31,525,595	1.21%
2.7% (a)	90,157,698	3.46%

(a) Not rated, because of less than 3 years' benefit experience and other technicalities.

(b) Table distributes the *1945* payroll used in computation of rates. Projections to the 1946 probable payroll cannot be made with any accuracy at the time rates are computed.

ANNUAL DATA OF CLAIMS AND BENEFIT EXPERIENCE

	New Claims Allowed	*First Payments*	*Proportion of Valid Claims Not Compensated*[1]	*Annual Benefit Disbursements*[2]	*Total Payments for Weeks of Unemployment*	*Average Weekly Payment*[3]	*No. of Payments Per First Payment*[4]
1939	279,829	208,021	25.7%	$14,910,745	1,540,588	$9.68	7.4
1940	275,179	203,963	25.9%	15,985,503	1,692,067	9.45	8.3
1941	252,097	176,818	29.9%	15,219,585	1,410,293	10.79	8.0
1942	198,674	163,722	17.6%	17,878,245	1,422,436	12.57	8.7
1943	67,602	46,734	30.9%	5,247,158	366,154	14.33	7.8
1944	59,039	36,043	39.0%	3,983,524	255,619	15.58	7.1
1945	276,959	206,802	25.3%	36,441,646	1,834,000	19.87	8.9
1946	294,593	221,722	24.7%	78,672,205	3,907,788	20.13	17.6

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[1] The difference between New Claims Allowed and First Payments expressed in percent of New Claims Allowed; a rough measure of the extent to which claimants returned to employment before acquiring compensability.

[2] Data of disbursements represent net amounts recorded at close of each year, unadjusted for subsequent refunds, etc.

[3] The arithmetical relationship between the data of the preceding two columns; only a rough value since it is depressed by inclusion of the small payments made for weeks of Partial and Part-Total unemployment.

[4] A very rough measure of duration of payments to *beneficiaries* and is inflated by data of payments for Partial and Part-Total unemployment. Because of carry-over of unexpired benefit years, the true duration lies somewhere between a pair of these abstract figures for any two years.

CLAIMS DETERMINATION ACTIVITIES

CALENDAR YEAR 1946

Month	*New Claims Received*	*Initial Determinations*				*Request for Review Received*[1]
		Total Dispositions*	*Allowances*	*Disallowances*	*Other Dispositions*	
January	59,133	45,171	39,370	4,068	1,733	949
February	31,142	44,982	40,066	3,339	1,577	875
March	26,324	39,608	35,316	2,867	1,425	811
April	19,632	21,703	18,366	2,088	1,249	666
May	18,825	21,959	19,024	1,688	1,247	550
June	17,611	18,728	15,905	1,648	1,175	518
July	20,071	19,932	17,144	1,792	996	529
August	21,268	19,047	16,581	1,546	920	392
September	28,560	25,628	23,194	1,510	924	336
October	28,481	30,739	26,903	2,705	1,131	619
November	23,368	21,150	18,103	2,018	1,029	435
December	30,112	28,318	24,621	2,579	1,118	476
Total	324,527	336,965	294,593	27,848	14,524	7,156

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* Total dispositions include the carry-over of claims from 1945.

[1] Requests for Review include only those which involved a question of benefit rights.

BUREAU OF BENEFIT ACTIVITIES

CALENDAR YEAR 1946

Month	*Waiting Week Claims Recorded*	*Compensable Claims Received*[1]	*—Interstate Claims Received*[2]*—* *Initial*	*Continued*	*First Payments Issued*	*Individuals Exhausting Wage Credits*
January	43,799	618,925	2,783	28,578	30,006	8,411
February	33,420	539,565	2,149	25,779	30,478	9,811
March	23,797	473,373	2,170	26,034	21,250	28,672
April	17,037	341,588	1,758	20,223	19,986	16,628
May	16,178	359,829	1,630	15,796	14,055	10,814
June	14,827	313,083	1,670	16,509	16,987	10,924
July	18,176	294,396	1,680	19,256	13,796	9,681
August	16,763	238,365	1,504	14,806	13,016	9,457
September	20,274	192,106	1,873	12,925	11,050	6,802
October	21,349	226,522	1,872	12,427	17,820	5,795
November	15,668	194,532	1,609	12,008	16,903	4,988
December	21,197	233,445	1,935	14,312	16,375	6,105
Total	262,485	4,025,729	22,633	218,653	221,722	128,088

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[1] Includes interstate compensable claims.

[2] Claims taken in other States and transmitted to New Jersey for payment as "liable" State.

NEW JERSEY UNEMPLOYMENT COMPENSATION COMMISSION LOCAL OFFICE ACTIVITIES

CALENDAR YEAR 1946

Local Office	Claims Activities							
	New Claims[2]	Compensable Claims[2]		Waiting Week Claims		Add'l[1] Claims	Agent State Claims	
		Total	Partial*	Total	Partial*		Initial	Continued
Asbury Park	3,155	31,206	671	2,687	....	1,716	605	3,826
Atlantic City	5,505	51,174	1,844	3,660	....	1,798	1,204	10,640
Bayonne	6,525	98,644	1,203	4,881	....	2,884	137	834
Bloomfield	7,891	99,900	959	12,066	3	4,619	422	3,157
Bridgeton	2,729	15,130	1,290	1,523	382	677	215	958
Burlington	2,942	19,142	1,156	2,358	....	1,787	334	2,767
Camden	19,710	243,980	4,747	17,903	207	8,534	1,664	11,941
Dover	3,277	33,271	1,341	2,341	1	792	283	2,827
East Orange	9,314	130,013	429	7,819	....	2,308	261	2,053
Elizabeth	16,055	244,680	1,804	14,801	342	6,603	978	8,486
Englewood	2,010	27,223	151	1,709	1	1,413	175	1,045
Flemington	983	7,082	203	820	1	89	96	1,168
Freehold	872	5,541	627	582	....	621	100	621
Glassboro	1,303	14,989	125	930	8	698	313	2,839
Hackensack	5,807	76,414	1,960	4,046	64	3,554	607	4,563
Hammonton	2,045	18,390	2,579	1,281	2	1,074	230	1,893
Harrison	7,258	92,948	269	6,164	....	2,021	113	756
Hoboken	8,017	94,617	2,857	5,020	....	4,583	82	581
Irvington	4,356	55,020	963	3,604	....	1,534	69	792
Jersey City	26,401	401,609	2,089	25,049	....	7,555	378	3,084
Long Branch	1,344	10,875	1,164	1,128	....	1,418	147	1,089
Millville	1,166	8,499	1,099	871	31	144	112	615
Morristown	3,071	33,974	1,258	2,078	276	1,311	218	1,823
Mount Holly	807	7,248	202	641	8	156	170	1,664
New Brunswick	5,872	45,571	3,242	5,922	1,355	6,726	483	2,605

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* Includes claims both for weeks of partial and part-total unemployment.

[1] An additional claim is a notice of unemployment filed in a benefit year to begin a new series of weeks of unemployment.

[2] Agent State Claims not included.

NEW JERSEY UNEMPLOYMENT COMPENSATION COMMISSION LOCAL OFFICE ACTIVITIES—Continued

Calendar Year 1946

	Claims Activities							
	New Claims[2]	Compensable Claims[2]		Waiting Week Claims		Add'l[1] Claims	Agent State Claims	
Local Office		Total	Partial*	Total	Partial*		Initial	Continued
Newark	42,814	579,046	3,180	45,213	25	20,982	969	6,552
Palisades Park	3,943	38,397	172	3,438	....	2,466	86	595
Passaic	16,824	196,206	10,252	11,425	1,705	7,366	415	2,990
Paterson	22,670	286,659	11,561	20,485	3,532	5,068	978	9,234
Penns Grove	625	9,792	140	455	130	174	108	1,157
Perth Amboy	7,319	83,272	2,283	3,928	....	1,855	379	3,089
Phillipsburg	2,214	16,432	1,128	1,835	....	801	142	1,121
Plainfield	4,501	49,235	1,756	3,194	....	1,434	385	3,021
Red Bank	2,890	35,588	559	1,923	50	997	535	4,680
Ridgewood	1,324	23,202	462	1,043	5	724	329	3,320
Salem	981	8,340	401	647	2	260	107	829
Somerville	2,587	27,331	879	2,306	1	2,219	218	1,681
Summit	801	11,435	271	739	....	630	80	799
Toms River	1,517	17,774	258	1,146	3	418	583	5,870
Trenton	17,043	200,932	1,974	13,951	....	11,496	1,172	9,067
Union City	9,873	96,663	5,063	4,125	12	5,129	182	1,341
Vineland	1,778	15,288	4,060	1,070	106	549	161	1,323
Wildwood	912	10,641	408	711	....	369	265	2,307
Woodbury	2,055	27,532	151	1,738	....	538	414	2,847
New York	9,399	106,942	2,219	4,977	....	5,586	....	....
State Total	300,485	3,707,847	81,409	254,233	8,252	133,676	16,904	134,450

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* Includes claims both for weeks of partial and part-total unemployment.

[1] An additional claim is a notice of unemployment filed in a benefit year to begin a new series of weeks of unemployment.

[2] Agent State Claims not included.

UNEMPLOYMENT COMPENSATION ACTIVITIES IN LOCAL OFFICES

Calendar Year 1946

	Claims Filed in Local Offices							
			Compensable Claims[2]		*Waiting Week Claims*[2]		*Agent-State Claims*[3]	
Month	*New Claims*[2]	*Additional Claims*[1]	*All*	*Partial**	*All*	*Partial**	*Initial*	*Continued*
January	56,036	13,972	589,357	13,464	43,799	1,588	1,814	12,223
February	28,760	12,865	512,261	7,588	33,420	896	1,441	11,495
March	22,832	11,881	436,850	5,717	23,797	652	1,353	12,185
April	18,360	9,974	336,003	5,622	17,037	453	1,389	11,870
May	17,678	10,462	336,795	5,833	16,178	476	1,461	11,824
June	15,527	9,091	270,743	5,610	14,827	356	1,760	10,652
July	18,189	13,256	279,963	4,663	18,176	522	1,576	12,664
August	19,965	9,806	220,707	4,339	16,763	582	1,096	11,547
September	26,797	10,449	183,814	4,181	20,274	566	1,218	10,262
October	26,195	11,064	217,068	7,235	21,349	664	1,357	10,794
November	20,553	8,054	177,808	7,264	15,668	435	1,013	8,638
December	29,593	12,802	227,887	9,893	21,197	1,062	1,426	10,296
Total	300,485	133,676	3,789,256	81,409	262,485	8,252	16,904	134,450

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* Includes claims both for weeks of partial and part-total unemployment.

[1] An additional claim is a notice of unemployment filed in a benefit year to begin a new series of weeks of unemployment.

[2] Does not include Agent State claims data.

[3] "Agent State" claims are those which are filed in New Jersey local offices for transmittal to other "liable" States which will pay the benefits.

UNEMPLOYMENT COMPENSATION CLAIMS ACCORDING TO SEX

CALENDAR YEAR 1946

Month	*Local Office Intake*						*Benefit Payments*					
	New Claims			*Compensable Week Claims*			*Number*			*Amount*		
	Total	*Female*	%	*Total*	*Female*	%	*Total*	*Female*	%	*Total*	*Female*	%
January	56,036	17,853	31.9	589,357	283,747	48.1	597,462	287,054	48.0	$12,137,697	$5,781,181	47.6
February	28,760	9,912	34.5	512,261	217,595	42.5	533,863	234,720	44.0	10,907,474	4,824,244	44.2
March	22,832	8,855	38.8	436,850	171,781	39.3	442,013	174,567	39.5	9,010,634	3,564,287	39.6
April	18,360	8,275	45.1	336,003	133,727	39.8	397,592	155,436	39.1	8,015,427	3,164,946	39.5
May	17,678	6,834	38.7	336,795	134,713	40.0	333,995	132,486	39.7	6,753,936	2,687,669	39.8
June	15,527	6,166	39.7	270,743	106,273	39.3	313,009	122,027	39.0	6,299,010	2,458,373	39.0
July	18,189	8,775	48.2	279,963	114,745	41.0	274,206	111,096	40.5	5,471,500	2,223,656	40.6
August	19,965	10,250	51.3	220,707	90,888	41.2	238,362	98,729	41.4	4,756,750	1,974,491	41.5
September	26,797	10,734	40.1	183,814	75,209	40.9	177,641	73,400	41.3	3,526,864	1,462,251	41.5
October	26,195	12,152	46.4	217,068	89,102	41.0	191,217	77,354	40.5	3,808,372	1,545,597	40.6
November	20,553	10,278	50.0	177,808	79,422	44.7	192,149	83,306	43.4	3,795,938	1,648,907	43.4
December	29,593	14,509	49.0	227,887	108,449	47.6	217,858	100,670	46.2	4,188,603	1,961,865	46.8
Total	300,485	124,593	41.5	3,789,256	1,605,651	42.4	3,909,367	1,650,845	42.2	$78,672,205	$33,297,467	42.3

UNEMPLOYMENT COMPENSATION PAYMENTS FOR TOTAL AND PARTIAL UNEMPLOYMENT

CALENDAR YEAR 1946

	Number of Benefit Payments			*Net Amount of Benefit Payments*		
	All	*For Partial Unemployment**		*All*	*For Partial Unemployment**	
Month	*Payments*	*Number*	*Percent*	*Payments*	*Number*	*Percent*
January	597,462	14,069	2.4	12,137,697	150,561	1.2
February	533,863	9,061	1.7	10,907,474	104,900	1.0
March	442,013	6,094	1.4	9,010,634	70,658	0.8
April	397,592	7,303	1.8	8,015,427	82,856	1.0
May	333,995	6,324	1.9	6,753,936	70,942	1.1
June	313,009	7,082	2.3	6,299,010	79,246	1.3
July	274,206	5,083	1.9	5,471,500	57,706	1.1
August	238,362	4,919	2.1	4,756,750	55,105	1.2
September	177,641	4,103	2.3	3,526,864	45,343	1.3
October	191,217	6,046	3.2	3,808,372	65,151	1.7
November	192,149	7,138	3.7	3,795,938	76,306	2.0
December	217,858	10,211	4.7	4,188,603	111,252	2.7
Total	3,909,367	87,433	2.2	$78,672,205	$970,026	1.2

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* Data for both Partial and Part-Total Unemployment included.

SERVICEMEN'S READJUSTMENT ALLOWANCE CLAIMS DATA

CALENDAR YEAR 1946

	Claims Filed in Local Offices						Central Office Benefit Disbursements	
			Compensable Week Claims		"Agent State" Claims			
Month	*First Claims*	*Additional Claims*	*Full Weeks*	*Partials*	*Initial*	*Continued*	*Weeks Compensated*	*Amount*
January	37,749	2,936	191,319	691	757	830	173,508	$3,467,894
February	33,884	3,899	257,732	1,070	862	1,217	246,103	4,916,042
March	27,314	4,361	321,017	1,312	1,061	1,875	310,947	6,209,624
April	20,310	4,766	301,812	1,416	1,132	2,648	315,310	6,293,569
May	18,399	6,092	350,666	1,743	1,443	3,301	329,022	6,569,931
June	14,860	6,950	320,549	1,517	1,391	3,472	338,951	6,768,320
July	15,639	9,530	368,461	1,532	1,447	4,636	360,147	7,192,846
August	11,826	9,096	351,355	1,401	1,297	4,714	358,528	7,161,314
September	5,791	11,255	314,607	1,190	1,238	3,624	311,239	6,217,765
October	4,224	10,053	253,819	1,272	1,073	2,932	262,267	5,236,732
November	3,617	8,176	174,555	874	840	1,922	181,526	3,623,740
December	5,292	12,734	196,730	1,203	841	1,521	193,011	3,853,682
Total	198,905	89,848	3,402,622	15,221	13,382	32,692	3,380,559	$67,511,459

Data show activities of the Commission in the acceptance and payment of claims for unemployment submitted by Veterans under Title V of the "G.I. Bill of Rights." This program is carried on under a co-operative agreement with the Veterans Administration and payments are made with funds provided by the Federal Treasury.

A "First" claim is one filed to secure Entitlement to weekly benefits; an "Additional" claim is filed after entitlement whenever a veteran experiences a second or third, etc., period of unemployment before his rights are exhausted; a compensable week claim is filed at the end of each week for lack of work or for sickness; Agent State claims are those accepted in New Jersey offices but sent to other States for payment.

POST-WAR BENEFIT PAYMENTS

ANALYSIS OF PAYMENTS FOR WEEKS OF TOTAL UNEMPLOYMENT MADE TO CLAIMANTS DURING JULY, AUGUST AND SEPTEMBER 1946 ACCORDING TO SIGNIFICANT INDUSTRIAL GROUPS AND ACCORDING TO SEX

Industry Group	*Total Number of Payments*		*Proportions of Total Made to Female Claimants*	
	Number	*Percentage Distribution*	*Number*	*Proportion*
Shipbuilding and Aircraft Combined	136,335	20.8%	29,581	21.7%
Electrical Goods and Machinery Mfg.	76,057	11.6	41,557	54.6
Apparel and Related Goods Mfg.	44,850	6.8	36,309	81.0
Chemical Industry	30,760	4.7	14,886	48.4
Iron and Steel Industry	27,535	4.2	8,302	30.2
Non-Electrical Machinery Mfg.	26,196	4.0	8,922	34.1
Miscellaneous Manufacturing	24,261	3.7	12,548	51.7
Textile Mill Products	18,357	2.8	10,485	57.1
Ordnance Tanks and Shells, etc.	17,910	2.7	5,582	31.2
Non-Ferrous Metals Industry	14,834	2.3	5,773	38.9
All Other Manufacturing	81,911	12.5	33,793	41.3
Total for Manufacturing	499,006	76.1	207,738	41.6
Wholesale and Retail Trade	71,097	10.8	35,353	49.7
Transportation and Communication	36,216	5.5	5,630	15.5
Hotels, Small Services and Amusements	26,938	4.1	13,074	48.5
All Other Non-Manufacturing Activities	23,072	3.5	7,394	32.0
Total for Non-Manufacturing	157,323	23.9	61,451	39.1

BENEFIT EXPERIENCE OF CLAIMANTS WHOSE BENEFIT YEARS BEGAN DURING THIRD QUARTER 1945*

PERCENTAGE DISTRIBUTION ACCORDING TO WEEKLY RATE AND ACTUAL WEEKS OF BENEFITS RECEIVED

Weekly Rate			Number of Equivalent Full Weeks of Benefits Received						
	100.00%	*No Benefits*[1] 14.37%	*Less Than 5.00* 13.20%	*5.00 to 9.99* 10.67%	*10.00 to 14.99* 12.70%	*15.00 to 19.99* 9.74%	*20.00 to 24.99* 10.26%	*25.00 to 26.00* 29.06%	*Exhausted Benefit Rights* 38.65%
$9	1.57	0.38	0.22	0.24	0.60	0.12	0.01	0.00	0.62
$10	0.61	0.12	0.07	0.07	0.21	0.09	0.04	0.01	0.29
$11	0.74	0.11	0.10	0.11	0.25	0.08	0.05	0.04	0.33
$12	0.91	0.16	0.12	0.13	0.36	0.08	0.03	0.03	0.35
$13	1.07	0.21	0.18	0.16	0.25	0.11	0.10	0.06	0.39
$14	1.06	0.22	0.14	0.16	0.30	0.12	0.07	0.05	0.42
$15	1.36	0.23	0.23	0.10	0.39	0.19	0.15	0.07	0.53
$16	1.55	0.23	0.29	0.19	0.39	0.25	0.15	0.05	0.60
$17	1.61	0.23	0.28	0.20	0.36	0.25	0.21	0.08	0.73
$18	2.20	0.27	0.30	0.31	0.54	0.29	0.31	0.18	0.80
$19	2.15	0.31	0.26	0.26	0.48	0.28	0.31	0.25	0.93
$20	2.43	0.28	0.31	0.27	0.55	0.39	0.40	0.23	1.13
$21	2.59	0.32	0.27	0.33	0.41	0.42	0.51	0.33	1.17
$22	80.15	[1]1.30	10.43	8.14	7.61	7.07	7.92	27.68	30.36
Exhausted Benefit Rights	38.65	....	....	....	5.61	3.58	4.01	25.45	.....

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* Representative of experience of those war workers who were laid off during July, August and September of 1945, consisting largely of those laid off immediately after V. J. Day.

[1] Includes those who established benefit years by filing a valid "New" claim but never attained compensability.

SUMMARY OF BENEFIT EXPERIENCE OF BENEFICIARIES[1]

Characteristics	*1939 Benefit Years Ended in 1940*	*1940 Benefit Years Ended in 1941*	*1941 Benefit Years Ended During Last 6 Months of 1942*	*1944 Benefit Years Ended During 2nd Quarter 1945*	*1945 Benefit Years Ended During 3rd Quarter 1946*
Average Number of Payments Authorized (Full Weeks of Benefits)	10.15	10.33	12.13	14.38	23.84
Average Equivalent-Full-Weeks of Benefits Received	8.26	7.74	7.47	6.05	16.72
Percentage of Beneficiaries Who Exhausted All Rights	66.7%	58.2%	39.7%	18.9%	45.28%
Average Weekly Benefit Rate Authorized	$9.47	$9.41	$13.15	$16.72	$20.91
Average Total Amount of Benefits Received	$82.68	$76.52	$100.27	$102.09	$351.03
Percentage of Potential Allowed Money Actually Received	80.1%	73.3%	60.2%	41.5%	69.86%
Percentage of All Beneficiaries Entitled to Receive Maximum[2]	8.1%	7.9%	10.3%	40.4%	66.62%
Percentage of All Beneficiaries Who Actually Received Maximum[2]	3.6%	2.6%	1.7%	3.8%	27.52%

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[1] A beneficiary is a claimant who, having established a benefit year, received at least one payment for some week of compensable unemployment. Many claimants establish benefit years as a result of an initial determination but return to employment before acquiring compensability.

[2] For 1939 and 1940 $15 for 16 payments = $240.
For 1941 and 1944 $18 for 18 payments = $324.
For 1945 and 1946 $22 for 26 payments = $572.

BENEFIT EXPERIENCE OF THAT GROUP OF CLAIMANTS WHOSE BENEFIT YEARS BEGAN IN THE THIRD QUARTER OF 1945 AND WHO WERE ENTITLED TO MAXIMUM RATE OF $22

Number of Equivalent Full Weeks of Benefits Received		*Total Number at $22 Rate*	*Number of Full Weeks of Benefits to Which Entitled*				
			26	*25 to 25+*	*20 to 24+*	*15 to 19+*	*10 to 14+*
Totals	Number	122,800	102,880	2,500	8,020	5,020	4,380
	(Percent)	(100.0)	(100.0)	(100.0)	(100.0)	(100.0)	(100.0)
26	Number	36,240	36,240	....	....	....	....
	(Percent)	(29.6)	(35.3)	....	....	....	....
25 to 25+	Number	6,180	5,070	1,110	....	....	....
	(Percent)	(5.0)	(4.9)	(44.4)	....	....	....
20 to 24+	Number	12,170	7,420	260	4,490	....	....
	(Percent)	(9.9)	(7.2)	(10.4)	(56.0)	....	....
15 to 19+	Number	10,860	6,530	140	730	3,460	....
	(Percent)	(8.8)	(6.3)	(5.6)	(9.1)	(68.9)	....
10 to 14+	Number	11,640	7,580	240	510	280	3,030
	(Percent)	(9.5)	(7.4)	(9.6)	(6.4)	(5.6)	(69.2)
5 to 9+	Number	12,450	10,710	220	780	360	380
	(Percent)	(10.1)	(10.4)	(8.8)	(9.7)	(7.2)	(8.7)
Up to 4+	Number	15,980	14,170	330	690	350	440
	(Percent)	(13.0)	(13.8)	(13.2)	(8.6)	(7.0)	(10.0)
No Benefits	Number	17,280	15,160	200	820	570	530
	(Percent)	(14.1)	(14.7)	(8.0)	(10.2)	(11.3)	(12.1)

ADDRESSES OF UNEMPLOYMENT COMPENSATION COMMISSION OFFICES

CENTRAL ADMINISTRATIVE OFFICES

Trenton Trust Building, 28 W. State Street, Trenton, New Jersey

REGIONAL OFFICES*

Trenton—242 East Hanover Street
Atlantic City—Room 603, Schwehm Building, Atlantic and New York Avenues
Camden—2nd Floor, 300 Market Street
Jersey City—26 Journal Square
New Brunswick—Room 22, 77 Paterson Street
Newark—200 Washington Street
Paterson—Room 206, 262 Main Street

APPEALS TRIBUNALS**

Trenton—Room 407, Trenton Trust Building
Jersey City—2855 Boulevard
Newark—200 Washington Street
Passaic—29 Howe Avenue
Paterson—219-229 Ellison Street

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* For service and advice to employers in respect to reports and audits.

** Under jurisdiction of Board of Review. In these offices hearings involving appeals in benefit cases take place.

STATE EMPLOYMENT SERVICE

LOCAL OFFICES*

Asbury Park—17-19 Main Street
Atlantic City—1537 Atlantic Avenue
Bayonne—606 Broadway
Bloomfield—600 Bloomfield Avenue
Bridgeton—22 Washington Street
Burlington—2 West Federal Street
Camden—538 Broadway
Dover—18-22 East Blackwell Street
East Orange—5 Lincoln Street
Elizabeth—1177-79 East Grand Street
Englewood—26 North Dean Avenue
Flemington—91 Main Street
Freehold—10 West Main Street
Glassboro—354 North Delsea Drive
Hackensack—309 State Street
Hammonton—223 Bellevue Avenue
Harrison—600-2 North Fourth Street
Hoboken—86 River Street
Irvington—1000 Springfield Avenue
Jersey City—2855 Boulevard
Long Branch—1 Third Avenue
Millville—23 North High Street
Morristown—10 Park Place
Mount Holly—55-61 Main Street
Newark—305-309 Washington Street
New Brunswick—94 Carroll Place
Palisades Park—15 Broad Avenue
Passaic—29 Howe Avenue
Paterson—219-229 Ellison Street
Pennsgrove—57 East Main Street
Perth Amboy—Corner Maple and Fayette Streets
Phillipsburg—Municipal Building, South Main Street
Plainfield—6 Somerset Street
Red Bank—157 Broad Street
Ridgewood—28 Prospect Street
Salem—168 East Broadway
Somerville—149 West Main Street
Summit—Springfield and Woodland Avenues
Toms River—203 Main Street
Trenton—6-12 North Willow Street
Union City—404 38th Street
Vineland—616 Landis Avenue
Wildwood—3002 Pacific Avenue
Woodbury—29 Cooper Street

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* In these offices unemployed workers register and are referred to employer openings; unemployed workers claiming eligibility for unemployment compensation register for work and file claims for benefits.

N462
1948

TWELFTH ANNUAL REPORT
OF THE
Unemployment Compensation Commission
OF NEW JERSEY

Calendar Year 1948

Prepared by the
DIVISION OF EMPLOYMENT SECURITY
DEPARTMENT OF LABOR AND INDUSTRY
STATE OF NEW JERSEY

In accordance with the provisions of
CHAPTER 21 of TITLE 43 of the REVISED STATUTES
and
CHAPTER 446, P.L. 1948

Trenton, New Jersey, January, 1949

PR—11.12 119 (2-49-2M)

(This report covers the calendar year of 1948 and is submitted as the Twelfth Annual Report of the Unemployment Compensation Commission in accordance with the provisions of Chapter 21 of Title 43 of the Revised Statutes. The report was prepared by the Division of Employment Security (formerly Unemployment Compensation Commission) and forwarded by Director Harold G. Hoffman to Commissioner Harry C. Harper for presentation to Governor Alfred E. Driscoll.)

TWELFTH ANNUAL REPORT

OF THE

Unemployment Compensation Commission

OF NEW JERSEY

Calendar Year 1948

Prepared by the

DIVISION OF EMPLOYMENT SECURITY
DEPARTMENT OF LABOR AND INDUSTRY
STATE OF NEW JERSEY

In accordance with the provisions of
CHAPTER 21 of TITLE 43 of the REVISED STATUTES
and
CHAPTER 446, P.L. 1948

Trenton, New Jersey, January, 1949

PR—11.12 119 (2-49-2M)

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January 31, 1949.

Honorable Harry C. Harper
Commissioner of Labor and Industry
State House
Trenton, New Jersey.

DEAR COMMISSIONER:

I am forwarding to you for presentation to Governor Driscoll the Twelfth Annual Report of the Unemployment Compensation Commission of New Jersey, prepared by the Division of Employment Security, Department of Labor and Industry. The Unemployment Compensation Law requires that this report be filed on or before February 1.

In submitting this report, it is my feeling that I should call attention to the emphasis that has been placed upon the need for adequate and proper financing of the employment security program in New Jersey. We have long suffered inequalities in the allocation of funds by the Federal Government to the State for proper administration of Unemployment Insurance and Employment Service functions, but during the past year the situation has resulted in intolerable conditions. In other sections of the report the difficulties of fiscal administration are presented in detail. It is essential that Congress make available to New Jersey and the other states sufficient funds for the purpose of administration, or a new system of financing must be established. Otherwise, there will be a complete breakdown of the employment security program in this and other states.

While emphasis has been placed upon the problem of properly financing employment security operations in this State, we should at the same time give consideration to the continued maintenance of an adequate balance in the Unemployment Trust Fund on deposit in the Federal Treasury for the purpose of paying benefits to eligible unemployed workers. The Fund is now healthy and, in comparison with other industrial states, is perhaps one of the best in the country in so far as stability is concerned. Actually, approximately 74% of New Jersey workers could be paid benefits in the maximum weekly amount of $22 and for a maximum duration of 26 weeks if there were a sudden impact of sustained unemployment. The actual balance as of December 31, 1948, was $467,715,016, but we must be alert to preserve this Fund since there are indications that we are most definitely in the future going to pay out more than we take in. Indications are that in 1949 the contribution yield from both employers and workers will total approximately $41,000,000 on the basis of an effective employer rate of 1% and a workers' rate of ¼ of 1%. Our Research and Statistics people place the irreducible minimum of benefit payments at $50,000,000 yearly. The forecast indicates, therefore, that increases in the benefit rate and extension of coverage in the future will make inroads upon the Fund.

There are many interesting statistics presented in this report. The year 1948 reflected an extraordinarily prosperous state of business and industry in New Jersey with a record figure of 1,330,000 jobs covered by the Unemployment Compensation Law being reached during the year. The year closed with a total of 40,209 employing units subject to the Law, a net increase of 2,222. Benefit payments under the Unemployment Compensation Law dropped from $56,124,292 in 1947 to $47,943,153, while payments to unemployed veterans under the Servicemen's Readjustment Allowance program totalled only $17,683,581 in 1948, compared with $34,062,765 in 1947. Payments to veterans under the Federal program will continue to fall as the period allowed for the filing of such claims draws to a close. The Employment Service made 142,622 placements during the year, compared with 131,988 in 1947. A total of 294,861 referrals were made, while job openings filed with the Employment Service totalled 188,834.

Governor Driscoll's program for the establishment of off-the-job Disability Insurance in this State is well under way. First and continued payments to claimants under the State Plan have started, and during the past week first checks were mailed to claimants. The comparatively small number of claims for sickness and disability occurring on and after January 1, 1949, is not unexpected in view of the experience in the early days of a similar program in California. Perhaps the most surprising feature is the fact that the total number of employees under Private Plans will be approximately 44% of all workers covered by the law. We hope to be able to make a thorough study of all Private Plans which, of course, basically meet the requirements of the State Plan, and establish data as to the types of Private Plans, with particular attention to the number providing benefits in excess of the State Plan or features more favorable than provided by the State Plan.

It is our feeling that the Disability Insurance program will be administered with less difficulty than the other two phases of employment security, i.e., Unemployment Insurance and Employment Service. The fact that Disability Insurance is a State program not financed by the Federal Government nor subject to its rules and regulations presents an opportunity for the State to develop this phase of social insurance in the manner in which the Law should be properly administered for both the worker and the employer.

Reorganization, in accordance with the provisions of Chapter 446, P.L. 1948, has been accomplished in cooperation with you and members of your staff without any difficulty. We of the administrative staff recognize the friendly and understanding spirit you, as Commissioner of Labor and Industry, and the members of your staff have shown in handling matters relating to the Division of Employment Security.

I feel that in forwarding to you this twelfth and final report of the Unemployment Compensation Commission, I would be remiss if I did not call attention to the fine record of service of members of the seven-member Commission. The Commission, until December 31, 1948, functioned as the policy-making body and gave unstintingly of their time, for many years without compensation, in considering policy matters of importance to the public of New Jersey. Those who served during the twelve years include the late W. Warren Barbour, the late Joseph G. Buch, Frank T. Judge, George W. Griffiths, Colonel Hugh A. Kelly, Charles Engelhard, J. Albert Homan, John J. Toohey, and the members of the Commission whose terms expired on December 31, Chairman Ernest Eger, Vice-Chairman Mary G. Roebling, Mayor Vincent J. Murphy, A. Crew Schielke and Norman Wiss. From the inception of the Commission these individuals, representing industry, labor and the general public, served faithfully and are deserving of commendation.

Sincerely,

(Signed) HAROLD G. HOFFMAN,
Director.

STATE OF NEW JERSEY
DEPARTMENT OF LABOR AND INDUSTRY
DIVISION OF EMPLOYMENT SECURITY
REPORT SHOWING THE COMPARISON BETWEEN:

1. FEDERAL UNEMPLOYMENT TAX COLLECTIONS AND GRANTS FOR STATE EMPLOYMENT SERVICE AND UNEMPLOYMENT INSURANCE ADMINISTRATION.

2. ANNUAL BUDGET REQUESTS AND GRANTS FOR THE FISCAL YEARS 1941 TO 1949, INCLUSIVE, FOR EMPLOYMENT SERVICE, UNEMPLOYMENT INSURANCE AND VETERANS READJUSTMENT ALLOWANCES—NEW JERSEY.

1. UNEMPLOYMENT TAXES—ADMINISTRATIVE GRANTS

Total Amount of Unemployment Tax Collections—Fiscal Years 1938-1947—All States	$1,366,842,000
Total Amount of Grants for Employment Service and Unemployment Compensation Administration—Fiscal Years 1938-1947—All States	$ 861,336,000
Unemployment Tax Collections in Excess of Administrative Grants—Fiscal Years 1938-1947—All States	$ 505,506,000
Total Amount of Unemployment Tax Collections—Fiscal Years 1938-1947—New Jersey	$ 63,180,000
Total Amount of Grants for Employment Service and Unemployment Compensation Administration—Fiscal Years 1938-1947—New Jersey	$ 34,390,000
Unemployment Tax Collections in Excess of Administrative Grants—Fiscal Years 1938-1947—New Jersey	$ 28,790,000
Percentage of Unemployment Tax Collections from All States Allocated for Administration of Employment Service and Unemployment Insurance to All States—Fiscal Years 1938-1947	63.%
Percentage of Unemployment Tax Collections from New Jersey Allocated for Administration of Employment Service and Unemployment Insurance to New Jersey—Fiscal Years 1938-1947	54.4%
Percentage of Unemployment Taxes Contributed by New Jersey of Total Unemployment Taxes Contributed by All States	4.62%
Percentage of Administrative Grants to New Jersey of Administrative Grants to All States	3.99%

NOTE 1. **All amounts indicated above are approximate.**
NOTE 2. Source: Bureau of Employment Security, Fiscal and Budgetary Management Letter No. 210.

2. BUDGET REQUESTS—ADMINISTRATIVE GRANTS—NEW JERSEY

Fiscal Years	*Budget Requests*	*Administrative Grants*	*Reductions*
1940-1941	$3,347,995.60	$3,147,637.39	$ 200,358.21
1941-1942	2,811,311.37[1]	2,701,784.32	109,527.05
1942-1943	2,309,224.67	1,935,908.50	373,316.17
1943-1944	2,196,849.84	1,800,710.00	396,139.84
1944-1945	2,029,214.51	1,742,080.91	287,133.60
1945-1946	3,677,630.50[2]	2,966,435.00	711,195.50
1946-1947	5,920,210.00[3]	5,032,498.00	887,712.00
1947-1948	8,046,978.00[4]	6,145,750.00	1,901,228.00
1948-1949	8,468,580.00[5]	5,892,592.00	2,575,988.00
TOTALS	38,807,994.49	31,365,396.12	7,442,598.37
1949-1950	8,868,580.00[6]		

[1] The State Employment Service was temporarily turned over to the United States Employment Service on January 1, 1942. The reduction in the budget request and grant for this fiscal period reflects the decrease in administrative costs because of this transfer.

[2] In Sepember of 1944, the State Agencies accepted the responsibility for administration of veterans' claims under the Servicemen's Readjustment Allowance Act. Hostilities in World War II ended in August of 1945. The increase in the budget request reflects the extremely large increase in both veterans' claims and regular claims during the period of reconversion to a peace-time economy.

[3] The Employment Service was turned back to State administration on November 16, 1946. The increase in the budget request is due to the cost of administration of the Employment Service for 7½ months of the 1946-1947 fiscal year.

[4] The increase for this fiscal year is attributable to the cost of administration of the Employment Service for the full period.

[5] No budget request was prepared for the period from January 1 to June 30, 1949, because the Federal Security Agency had limited funds for distribution and a budget request would serve no useful purpose. The figure shown for the 1948-1949 fiscal year is the request for the period July 1 to December 31, 1948, multiplied by 2. This includes an amount of approximately $800,000.00 for mandatory salary increases and cost-of-living bonus, as required by State Law.

[6] The estimated budget request for the fiscal year 1949-1950 is predicated upon the request for the previous fiscal year plus an estimated amount for mandatory salary increases or cost-of-living bonus.

Prepared by:
Standards, Methods and Planning Office

UNEMPLOYMENT COMPENSATION COMMISSION OF NEW JERSEY

ERNEST EGER, *Chairman,*
Atlantic City

JOHN J. TOOHEY, *Vice-Chairman,*
Jersey City

VINCENT J. MURPHY,
Newark

MRS. MARY G. ROEBLING,
Trenton

A. CREW SCHIELKE,
Paterson

NORMAN F. WISS,
Newark

HAROLD G. HOFFMAN,
Executive Director

FRANK T. JUDGE, *Director*
Unemployment Compensation Division

CHARLES A. MALLOY,
Chief Counsel of the Commission

RUSSELL J. ELDRIDGE, *Director*
State Employment Service Division

WILLIAM S. CONKLIN,
Secretary to the Commission

ELIZABETH J. McLAUGHLIN,
Special Assistant to the Executive Director

Note: The term of Commissioner John J. Toohey expired May 28, 1948.

Board of Review

Franklin M. Ritchie, *Chairman;* Mrs. Isabelle M. Summers and M. Metz Cohn; Clarence McGovern, Counsel to the Board of Review.

Chiefs of Staff and Operating Bureaus

Charles A. Malloy—Legal Services

William S. Lutz—Office Services

Charles L. Kofke—Research and Statistics

William S. Conklin—Public Relations

Roberts Williams—Training

Cyrus B. Bruns—Standards, Methods and Planning

*William F. Dittig—Contributors' Service

Jean A. Chianese—Accounts

Edward J. Hall—Benefits

I. Bernard Harkavy—Audits and Field Service

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* Note: Transferred as Director of Temporary Disability Insurance Program.

IMPORTANT FACTS AT A GLANCE
IN 1948

New Jersey Unemployment Trust Fund, as of December 31, 1948, totalled	$ 467,715,016
Employers' and workers' contributions to the Unemployment Trust Fund totalled in 1948 (estimated)	$ 63,500,000
State Unemployment Insurance payments	$ 47,943,153
Average amount of State benefit check	$ 19.50
Average spell of unemployment	5 weeks
Individuals receiving one or more State Unemployment Insurance payments	207,579
Servicemen's Readjustment Allowances paid to New Jersey veterans in 1948	$ 17,683,581
New Jersey veterans collecting Servicemen's Readjustment Allowances in 1948	113,552
Payrolls in employment covered by the Unemployment Compensation Law totalled	$3,300,000,000
Covered jobs	1,320,000
Active employer accounts, as of December 31, 1948	40,209
Job placements	142,622

Private Plans approved under the Temporary Disability Benefits Law	12,300
Approximate number of workers covered by Private Plans under the Temporary Disability Benefits Law	710,400

January 31, 1949.

To His Excellency, the Governor of New Jersey:

The Twelfth Annual Report of the Unemployment Compensation Commission of New Jersey represents the final report of the Commission, and is submitted to you in accordance with the provisions of the Unemployment Compensation Law of New Jersey and Chapter 446, P.L. 1948.

The year 1948 presented to the Commission, now the Division of Employment Security, Department of Labor and Industry, problems perhaps more acute than ever faced by the department during its twelve years of existence. Financing of the unemployment insurance and employment service programs during the major part of the year placed before the Commission and the Agency the responsibility of operating the employment security program with greatly reduced budgets that compelled the Agency to constantly change its procedures and operations which, in some instances, came close to eliminating activities considered necessary in accordance with the provisions of the Unemployment Compensation Law of New Jersey and the federal standards.

New unemployment appearing at an earlier date of the year-end and continuing into 1949 swamped the Agency so that even though working on an overtime basis, the processing of benefit checks is far behind and there has been a serious curtailment in the handling of some of the functions involving employer accounts.

The Employment Security Agency has in other years been beset by budgetary problems but in 1948, due to drastic reductions made by the Bureau of the Budget and by Congress, New Jersey was more acutely affected than in previous years with the result that beginning January 1, 1949, the Division of Employment Security will operate for a six months' period with a budget approximately $1,200,000 under the amount considered necessary for a complete and full program as required by the Unemployment Compensation Law and federal legislation and standards.

While discussing the fiscal administration condition, it is interesting to note that New Jersey, for the fiscal years 1938-1947, received grants for Employment Service and Unemployment Compensation administration, in the amount of $34,390,000 compared with tax collections of $63,180,000 under the Federal Unemployment Tax Act, formerly Title IX of the Social Security Act. This means that the payments of employers of eight or more at the rate of .3% of taxable payroll, was $28,790,000 in excess of administrative grants to New Jersey. During the fiscal years 1938-1947 to all states, there was allocated, for the administration of the employment service and unemployment insurance, 63% of the amount of taxes collected under the federal unemployment insurance tax act, while New Jersey received allocations of 54.4%. For the budgetary period beginning July 1, 1948 and closing June 30, 1949, the New Jersey Agency had requested a total of $8,468,580 and received administrative grants totalling $5,892,592, representing reductions of $2,575,988.

In this report, emphasis is placed upon this problem which confronted the Commission, now the Division of Employment Security of the Department of Labor and Industry, since the public suffers when proper service is not given claimants and employers. Complaints of delayed processing of benefit payments of unemployment insurance claims, retarded service to employers, and a general understaffing of other functions involving administration and operating procedures, will continue until sufficient grants are made to this State by the federal government.

New Temporary Disability Benefits Law

One of the most progressive steps throughout the nation during 1948 was the enactment by the Legislature into law of your Excellency's program for the payment of benefits during spells of sickness and disability. The legislation amends and supplements the Unemployment Compensation Law and, as a program completely under the control of the State, there is every assurance that it will be administered properly without delays in the handling of claims and with proper regard for the interests of employers.

Due to the impact of the filing of Private Plan applications during the last few days of 1948, there are no complete statistical data available at the time this report is being prepared. The indications are that Private Plan coverage will take in nearly 50% of covered workers in the State, since there are remaining nearly 1,000 Private Plans to be processed and upon approval such Plans would be effective as of January 1, 1949. Figures available a few days ago showed that 12,304 Private Plans had been approved covering 710,419 employees, or 45% of the covered workers in New Jersey.

New Jersey's Temporary Disability Benefits Law, filling the gap for the sick and disabled in off-the-job hours which do not come under workmen's compensation or unemployment compensation, is being carefully studied by other states where Legislatures will consider the enactment of this type of extension of employment security.

NEW EXPERIENCE RATING FORMULA IN OPERATION

New Jersey employers, as a result of the enactment of Chapter 109, P.L. 1948, sponsored as part of the New Jersey Disability Insurance Legislation, have received a substantial reduction under the revised experience rating formula with rate variations running from 3% of the taxable payroll to .3%, in comparison with the former schedule of 3.6% to .9%.

Employers for the first six months of 1948 paid contributions under the old experience rating schedule at an effective rate of 1.88%. They contributed at the same rate for the third quarter of the year but since a revised schedule was made effective by the Legislature as of July 1, 1948, adjustments will be made for any amounts which have been contributed over or under those indicated by the application of the lower rates scheduled under the recent amendment. After these adjustments have been made it is estimated that the effective rate for the last two quarters of 1948 will be close to 1.0% as compared with the old 1.88%. This represents of course a material reduction in contributions on behalf of employers.

On the basis of an estimated $3.3 billion taxable payroll for the calendar year 1948, it is further estimated that revenue which accrued during 1948 for purposes of unemployment compensation will amount to about $15 million of worker contributions and $48½ million of employer contributions to a total of about $63½ million. In addition to this about $18 million of worker contributions will be collected which represents the ¾ of 1% to be deposited in the Temporary Disability Fund. These collections for periods in 1948 will of course not be completed until after January 31, 1949.

If there had been no change in the Law during 1948 contributions accruing would have totaled about $95 million and assuming no change in the total taxable payroll an equal amount would accrue for the year 1949. However, because of the statutory changes, periods in 1949 will probably yield a total of $41 million on the basis of an effective employer rate of 1.0% and a worker rate of ¼ of 1%. This estimate of anticipated revenue under the statutes now in effect is interesting in view of the fact that a figure of $50 million seems to be an almost irreducible minimum of benefit payment drain.

NEW JERSEY'S UNEMPLOYMENT TRUST FUND STABLE

New Jersey's deposit in the Unemployment Trust Fund of the Federal Treasury is considered one of the most substantial and stable in the nation.

The year closed with a balance of $467,715,016, compared with $474,038,029 as of December 31, 1947. During 1948, the deposit of contributions and United States Treasury interest earnings totalled $91,370,428. Withdrawals during 1948 for unemployment insurance payments amounted to $47,693,441, in addition to the withdrawal of $50,000,000 for the State Disability Benefits Fund in accordance with the provision of Chapter 110, P.L. 1948. These withdrawals totalled $97,693,441. There is still to be deposited contributions for the fourth calendar quarter of 1948, due on or before January 31, 1949.

All contributions based on the employers' assigned contribution rate, as well as workers' unemployment compensation contributions, are deposited in the Unemployment Trust Fund of the Federal Treasury and such funds may be used solely for the purpose of the payment of unemployment insurance for eligible unemployed workers. The Unemployment Trust Fund includes $181,000,000 representing contributions made by New Jersey employees after the withdrawal of $50,000,000 transferred to the State Disability Benefits Fund. It is interesting to note that the net benefits paid and charged to the benefit account since unemployment insurance was first payable in New Jersey totals $291,741,459. Interest earnings accruing to the Unemployment Trust Fund up to September 30, 1948 totalled $59,869,971.

OTHER HIGHLIGHTS IN NEW JERSEY EMPLOYMENT SECURITY

Coverage: For the twelfth consecutive year the number of active employer accounts showed an increase. The year 1948 ended with a total of 40,209 employing units subject to the Unemployment Compensation Law of New Jersey; a net increase of 2,222 since the beginning of the year.

Covered Employment: Unprecedented highs of 1,330,000 covered jobs were reached during the year reflecting the extraordinary, prosperous state

Servicemen's Readjustment Allowances: A total of $17,683,581 was paid to veterans under the GI Bill for weeks of unemployment during 1948.
of business and industry in 1948. It is hardly possible that these levels can be exceeded at any time during the next several years.

Insured Unemployment: The number of claimants for both UC and SRA resident in New Jersey showed a decline, dropping from about 102,000 in January to a low of 65,400 in October. Since then the number of unemployed has been increasing.

Beneficiaries: There were 207,579 unemployment compensation claimants who received first payments during the year which compares with

232,021 for 1947. Although there was more "New" unemployment during 1948, relatively there was a decrease in the number and amount of compensability.

Duration of Unemployment: On the average each individual claimant during the year received about 12 checks for one or more periods of unemployment. On the basis of spells of unemployment the record shows only an average of five weeks duration each.

Determination: The Benefit Bureau disposed of 302,243 new claims during the year of which 15% were rejected because of insufficient base year earnings, or because the claims were otherwise invalid.

Benefit Rights: The average size of the check disbursed was about $19.50 or a little under the figure of last year which was close to $20. Beneficiaries generally were entitled to an average of about 20 weeks of benefits to a total of about $400. Actually the average beneficiary drew only $233, or about 12 weeks of benefits. Only 36% of all beneficiaries exhausted their full rights.

Partial Unemployment: As in prior years benefit payments for weeks of partial unemployment were relatively insignificant, amounting to only 3% of the total amount disbursed or 5.2% in terms of payments.

Industrial Classification of Claimants: Approximately three-fourths of all claimants came from manufacturing industries as might be expected in a highly industrialized State. Two industries stand out as notable contributors to unemployment; namely, apparel manufacturing and electrical goods industries which combined accounted for 30% of the claim load. The other 70% of the claimants were well scattered over other fields of activity.

There were during the year 113,552 cases of veterans who became unemployed during the year and these filed claims for 887,436 weeks of unemployment or an average of eight weeks per spell of unemployment. This compares with an average of eleven weeks during 1947.

Since the beginning of Servicemen's Readjustment Allowances program over 325,000 veterans have made application for benefits under the GI Bill. Only 298,000 of these actually received any benefits and since the beginning they averaged about 21 weeks of unemployment although entitled to a total of 52 weeks if unemployed that long. Only 11.2% of all the veterans actually had to utilize their rights of full 52 weeks.

Local Office Loads: Between 2½ and 3 million appearances were made in local offices during the year for purposes of filing claims either for Unemployment Compensation or Servicemen's Readjustment Allowances. Generally once claimants have established the beginning of a spell of unemployment they are required to report only every two weeks to file continued claims. These appearances were made by workers to a total of almost 500,000 who became newly unemployed at different times during the year. The total number of different individuals involved was about 350,000. The record shows that benefits were paid for a combined total of close to 3,400,000 weeks of unemployment.

Female Claimants: Women made up about 45% of the unemployment compensation claim load and were paid 42.4% of all benefits. The number of women among veterans filing SRA claims is of course relatively insignificant and although there are some, no count is made of the number.

Employment Service Placements: A total of 142,622 placements were made by the Employment Service Division which had made 294,861 referrals to employers. Job openings filed with the Employment Service were 188,834. Placements in 1947 totalled 131,988. The increase for 1948 was 11,634.

LABOR MARKET CONDITIONS DURING 1948

(Covered Employment Trends)

The year 1948, it appears, is quite likely to prove to be one of the most prosperous, if not the most prosperous year in the history of the State. A remarkable expansion of business and manufacturing occurred during the postwar years of 1946 and 1947 as our economy was converting itself back to a peace-time basis. This expansion reached its peak about the middle of 1948 and employment progressed through the remaining months of the year on a high plateau, well reflected in the Agency's data of covered jobs.

It is remarkable that in this peace-time year covered employment levels exceeded the average of the year 1943 when our economy was at the peak of its war effort in the production of material and munitions for the armed services. In June of 1943 covered jobs reached an unprecedented high of 1,315,000 but this high was repeated in June of 1948. Further advances unquestionably took place during the last six months of the year. Some of this increase can of course be ascribed to the extension of coverage under the Unemployment Compensation Law which took place January 1, 1946, but there is nevertheless sufficient evidence in the figures to support the claims made for this year of 1948.

Although total manufacturing employment of 1948 was about 20% lower than in the war year of 1943, expansion in the postwar period in non-manufacturing fields more than offset the postwar loss of manufacturing jobs. Some specific manufacturing groups on the other hand actually showed considerable expansion since the war. This is particularly true of textile and garment manufacturing which together increased by about 15% to a total in June of 1948 of 150,000 covered jobs. The chemical industry increased from 77,000 jobs in September of 1943 to about 85,000 jobs in June, 1948.

Most of the loss in manufacturing employment since the war was of course caused by the shrinkage in ship-building and aircraft manufacture. These two industries combined provided a total of 210,000 jobs in September of 1943 but in June of 1948 there were only 32,000 employed. This was what might have been expected but it has been quite fortunate that such a severe loss has been completely offset by expansions in other directions. Production of petroleum products showed some expansion since the war as did the metal industries. Because of the highly diversified character of manufacturing in the State, materials of war had been produced in well established factories and conversion to a peace-time basis appears to have been almost without any disruption of production. In the rubber goods industry for example with about 16,000 jobs in September of 1943, employment remained virtually stable with only slight fluctuations so that June of 1948 still shows roundly 16,000 jobs. This remarkable stability is also exhibited by the leather industry, the ceramic industry and in the production of miscellaneous fabricated goods. Even in one of the most important manufacturing industries of the State, namely electric goods manufacturing with a peak of 134,000 jobs in 1943, employment levels were well maintained during the recent postwar years ranging from 92,000 jobs in September of 1945 to 95,000 in June, 1948.

Of the approximate 38,000 jobs added to payrolls by covered employers between June 1947 and June 1948, 25,000 were in non-manufacturing fields contrasted with the 13,000 in manufacturing industries. Almost all the different non-manufacturing groups showed some increase in employment over the year. In all fields of trade slight increases were recorded but with an over-all aggregate effect which was considerable. Particularly in the field of construction and contracting was the increase substantial. Beginning early in 1946, construction in New Jersey, after a wartime low of 24,000 jobs of March 1945, began to exhibit a strong rising trend in employment. This trend continued throughout 1947 and well into 1948 until by June the total number of jobs in this field of activity amounted to 72,500. This steady increase and height it reached were extraordinary in the light of past records. Not even during the period of feverish wartime construction during 1941 and 1942 was there such expansion. Construction during the war reached what was then an unprecedented high of 62,300 jobs in July of 1942, yet this was exceeded by the 72,500 of June 1948. Perhaps never again will New Jersey see a comparable period of such intense construction activity.

The 38,000 increase in jobs between the middle of 1947 and 1948, while substantial in number represented on the other hand only a 3% increase. At the same time total wages paid to workers in covered employment in New Jersey showed an 11% increase between the second quarter of 1947 and the second quarter of 1948. There was obviously an increase in the average number of hours worked, or an increase in wage rates, or probably both, over the span of that year. At all events all the data point to exceptionally strong economic forces which drove both employment and wage levels to peaks never before witnessed in the State.

New Problems Handled by Members of Commission

In addition to the regular policy making functions performed by members of the Unemployment Compensation Commission, the enactment of the Temporary Disability Benefits Law brought additional work to the Commission. During the seven-months beginning in June the Commission gave consideration to budgetary problems in connection with the establishment of a new division to handle the program, and the members of the Commission were called into frequent conference in connection with various problems pertaining to the new program. The Commission conducted extensive hearings and conferences for the promulgation of regulations in respect to Private Plans, and shortly thereafter began a study of State Plan regulations, which were finally promulgated at the last meeting of the Commission on December 28, 1948. In other administrative matters the Commission gave unstintingly of its time. Another section of the report reflects a number of hearings conducted by Commissioners on status, rate and refund cases.

During the year there was considerable legislative activity, with scores of bills relating to the Unemployment Insurance program being introduced by various members of the Legislature. All the proposed legislation was reviewed by the Commission. Six pieces of legislation amending and supplementing the Unemployment Compensation Law were passed by the Legislature. Two bills related to the Temporary Disability Benefits Law, Chapter 109-110, P.L. 1948, amending and supplementing the Unemployment Compensation Law. Other legislation enacted into Law included the establishment of an Auxiliary Fund into which interest and penalty collections would be deposited, the same to become State funds; Chapter 68, P.L. 1948, directed that a survey be made by the Civil Service Commission to determine the adjustments and classifications necessary for employees of the Employment Service Division who had been on "loan" to the Federal Government during the war; Chapter 184, P.L. 1948, validating payments made to the Unemployment Compensation Commission at the rate of $25 per diem; Chapter 182, P.L. 1948, authorizing the Unemployment Compensation Commission and the Federal Security Administrator to enter an agreement for the payment of Seamen's Reconversion Unemployment Benefits, and Chapter 318, P.L. 1948, eliminating from the term "employment" services of band leaders and other performers not in excess of 10 weeks during a calendar year for the same owner or operator.

FRAUD PREVENTION AND PROSECUTION PRESSED

During the year more emphasis was placed upon the Agency's campaign to minimize fraud in a number of fields, including unlawful collection of benefits, employer account delinquency, returned checks and the improper withholding of workers' contributions by employers.

Routinely the Collections Section of the Agency recovers approximately $250,000 annually without resorting to court action. Prosecution of fraud was accomplished by an attorney and one auditor, while many of the states have fraud prosecution units with personnel far in excess of this number. An example of the activity for a four months period covers the handling of 125 cases for prosecution of benefit refunds and employer contributions. In the cases of 49 employers, full or partial collection in the amount of $21,061.27 was accomplished. Seventy-five cases involving benefit refunds were handled. In 19 of these cases full or partial collection was effected to the amount of $3,122, and penalties in the sum of $450 were collected in 9 cases. In a number of cases jail sentences were imposed. Eight certificates of debt were filed with the Superior Court of New Jersey. Thirteen cases were referred back to the Bureau of Benefits since they did not warrant fraud prosecution. This represents a typical report of the fraud prosecution operations in the Agency. On the basis of the activity with a small unit, this Agency, through a continuing public relations campaign conducted on fraud, attained national recognition in reports of the Interstate Conference of Employment Security Agencies.

STATE OF NEW JERSEY
UNEMPLOYMENT COMPENSATION COMMISSION
STATEMENT OF POSITION AND PROGRESS OF THE UNEMPLOYMENT COMPENSATION FUNDS
AS OF SEPTEMBER 30, 1948 (NOTE 1)

ASSETS AND INCOME

Cash:		
Unemployment Trust Fund (U. S. Treasury)		$456,687,950.79
State Disability Benefit Fund		56,963,469.17
Auxiliary Fund (Interest and Penalty)		44,385.77
Suspense Clearing Account		103,492.32
Clearing Account		23,326,725.84
Benefit Account Transfers	$285,265,000.00	
Less: Benefit Payments	285,248,603.00	16,397.00
Total Net Cash Assets		$537,142,420.89
Add: Benefits Paid (Above)		285,248,603.00
Total Cash Income		$822,391,023.89
Receivables:		
Dishonored Checks	$ 68,209.30	
Underpayments and Contributions Due	586,321.96	
Assessments—Interest and Penalties	97,347.73	
Assessments—Deficiency	98,019.57	
Assessments—Arbitrary (Note 3)	20,752.18	
Claims in Bankruptcy	355,702.32	
Total	$ 1,226,353.06	
Add: Certificates of Debt (Doubtful Accounts)	114,685.30	
Uncollectible Accounts Receivable	1,839,739.86	
Total Accounts Receivable	$ 3,180,778.22	
Less: Overpayments and Refunds Payable	187,512.51	
Total Non-Cash Income		2,993,265.71
TOTAL NET INCOME		$825,384,289.60

(*Continued on next page*)

STATE OF NEW JERSEY
UNEMPLOYMENT COMPENSATION COMMISSION
STATEMENT OF POSITION AND PROGRESS OF THE UNEMPLOYMENT COMPENSATION FUNDS
AS OF SEPTEMBER 30, 1948 (NOTE 1)

(*Continued*)

INCOME DISTRIBUTIONS

1936 to 1943 Contributions—Employers'	$275,750,525.51	
1936 to 1943 Contributions—Workers'	105,125,400.61	
		$380,875,926.12
1944 Contributions—Employers'	$ 52,437,852.00	
1944 Contributions—Workers'	28,266,519.67	
		80,704,371.67
1945 Contributions—Employers'	$ 42,214,156.09	
1945 Contributions—Workers'	25,896,124.23	
		68,110,280.32
1946 Contributions—Employers'	$ 46,414,606.73	
1946 Contributions—Workers'	27,712,005.12	
		74,126,611.85
1947 Contributions—Employers'	$ 57,249,222.59	
1947 Contributions—Workers'	30,642,247.97	
		87,891,470.56
1948 Contributions—Employers'	$ 49,631,944.38	
1948 Contributions—Workers'	26,151,513.21	
		75,783,457.59
Interest and Penalties Due on Past-due Contributions		2,290,741.36
Interest Earnings on Unemployment Trust Fund (U. S. Treasury)		59,869,971.85
Railroad Retirement Board Fund Payments (Note 2)		—4,268,521.02
Undistributed		—20.70
TOTAL INCOME DISTRIBUTIONS		$825,384,289.60

NOTE 1. This date is necessarily the due date of the contributions due as of the reporting period September 30, 1948 which were due to be filed on or before October 29, 1948.

NOTE 2. This item shall be apportioned over the contribution income accounts for the years 1936-37-38-39, whenever final settlement is made with the Railroad Retirement Board.

NOTE 3. Arbitrary assessments unrecorded—$86,594.72.

STATE OF NEW JERSEY
UNEMPLOYMENT COMPENSATION COMMISSION
ADMINISTRATIVE EXPENDITURES FOR THE CALENDAR YEAR
1948

Category	*Unemployment Compensation and Employment Service*	*Veterans' Administration*	*Total*
Personal Services	$4,244,979.76	$569,053.40	$4,814,033.16
Services Other Than Personal:			
Supplies	184,945.18	31,318.10	216,263.28
Communication Services	90,791.13	6,415.33	97,206.46
Travel Expenses	48,895.33	3,125.56	52,020.89
Printing and Binding	18,428.37	1,008.08	19,436.45
Rents—Equipment	63,787.38	8,557.84	72,345.22
Repairs and Alterations Equipment	20,165.09	2,539.82	22,704.91
Rents—Premises	420,673.93	36,081.21	456,755.14
Repairs and Alterations—Premises	8,770.35	1,179.31	9,949.66
Heat, Light and Water	15,947.54	2,516.56	18,464.10
Equipment Purchases	89,936.90	7,145.45	97,082.35
Miscellaneous	209,883.14	21,747.29	231,630.43
TOTAL	$5,417,204.10	$690,687.95	$6,107,892.05

(Expenditures for the month of December have been estimated. Disability Insurance Service Administrative expenses are not reflected in this statement.)

STAFF BUREAUS

Reports Reflecting Operations of

RESEARCH — STATISTICS
TRAINING
LEGAL
STANDARDS — PLANNING
PUBLIC RELATIONS
FISCAL — PERSONNEL

BUREAU OF RESEARCH AND STATISTICS

Early in the year the Bureau of Research and Statistics accomplished full physical integration of Unemployment Compensation Division and Employment Service Division statistical research and labor market analysis activities. This meant the addition of about ten persons transferred from the Labor Market Analysis Unit of the Employment Service Division. Temporarily the seven Labor Market Analysts located in the various field local offices remained under the authority of the State Employment Service Division director, but later in the year on Nov. 1 these too were transferred to the staff of the Bureau of Research and Statistics, although continuing to operate as their functions required in local offices of the field.

This integration again achieved complete centralization of all the statistical records of the Commission. The step brought about several important economies as a result of the elimination of duplicative compiling work and reports. At the same time it made fully available to the Labor Market Analysis program on a current basis all of the detailed operating data of the Commission.

Throughout the year plans were laid for the further simplification of formal statistical reports issued for general public uses. This involved what was known as the bimonthly "New Jersey Labor Market Information" and the older monthly booklet "Summary of Activities" which had been issued without interruption since July 1940. These two pieces of literature beginning with November, 1948 were consolidated into a single pamphlet which became the "New Jersey Labor Market Summary." At the same time the list of addresses for the two issues were advised through circular letters of the change and of the fact that, for most of these addressees, the labor market information for the future would be issued in a much condensed and abridged form. On the other hand the issuance monthly enhanced the spot value of the data, since more frequent production provided the information on a more timely basis. In spite of the more frequent production definite economies resulted.

The final result has been to provide for the over-all Division a monthly publication which summarized employment and unemployment conditions determined on the basis of claims and benefit payment activities during the month just closed. Whatever determinations are published about business and industrial trends of interest to the public are based on monthly reports obtained from a represenative sample of important employers throughout the State. The function of gathering these data, compiling and digesting them along with related facts arising out of local office operations constitutes the function of Labor Market Analysis.

In the field of unemployment compensation statistics and research little change took place during the year, the programs in effect during the prior year being carried on without interruption. Independent research of course which could produce information of value to New Jersey administrators and the public had to be virtually sacrificed as a result of personnel reductions and the heavy mandatory Federal reporting program. Nevertheless work on the statistical series of "New Jersey Covered Employment Trends" on the basis of areas of the State was continued. This series, it has been found, while historical in character and therefore lacking so far as current and timely uses are concerned, is fundamentally basic to business and other interests of the State. No other statistical series exists for New Jersey which can provide for different localities the extent of data reflecting industrial shifts and changes throughout the years. The data are invaluable for labor market analysis purposes as bench marks for current estimates of employment levels and the number of requests received and filled for the information about specific industries and specific areas is large and widespread. Data of "Covered Jobs" are supplied currently to other State agencies, to Federal agencies, to educational institutions and systems, to libraries, to business research organizations, to municipal governments and to the important employers of the State.

BUREAU OF TRAINING

Formal integration of the Bureau of Training and the Staff Training Section of the Employment Service Division was completed early in 1948. The proposed enlargement of the training staff, to provide a section to serve other branches of the agency as effectively as the training staff attached to the Employment Service Division continued to serve that division, was never realized because of the drastic cuts in funds available for training activities. Outside of the Employment Service Division, the formal training projects completed by the Bureau of Training were only those which could be conducted personally by the Chief Training Advisor. Among these, the principal one was a comprehensive course in official writing. This comprised the teaching of several groups from various divisions. Each group completed seven hourly conferences and each trainee prepared at least seven papers, each related to some essential of official writing, such as courtesy or brevity. Ninety-four employees received this training.

The Division of Disability Benefits conducted an intensive but thorough training program for the staffs of its sections to prepare them for their new and complex duties in putting into operation the Temporary Disability Benefits Law. The Bureau of Training cooperated on request in various phases of this training.

There can never be an accurate and complete report of the training of the staff of a large governmental agency. This follows because a major objective of the formal training program is to instil such a knowledge and appreciation of the value of sound training as an aid to operating efficiency that supervisors, at all levels, continuously use good training unconsciously as an integral feature of adequate supervision. So, if the Annual Report of this agency shows a good record of accomplishment during 1948, it may be assumed that staff training in that year, and in every year since the agency was created, has contributed, as expected, to operating efficiency.

Training activities for personnel of the New Jersey State Employment Service generally followed the broad plans which were made in 1947. These training plans were based on a state-wide study of training needs of all the local offices. However, there was one major change made as a result of legislation which returned the responsibilities for Farm Placement to the Employment Service. As a result it was necessary to quickly organize and conduct training in the Farm Placement program and techniques for personnel in the 44 local offices throughout the state.

In 1948, formal training was given in such basic subjects as Employer Relations, Use of the Dictionary of Occupational Titles, Counseling, Claims Taking, Aptitude Testing, Supervisory Techniques and Farm Placement. In addition, developmental work was done in the following fields: Reception Techniques, Interviewing Techniques, Induction Training, Placement Techniques, and Visual Aids.

In addition to the more formal types of training given, there was a great deal of informal training given on-the-job by line supervision or by means of local office and administrative meetings and conferences. To promote the effectiveness of such meetings and conferences, a "Handbook on How to Conduct Meetings" was distributed to all offices.

The variety of professional and technical skills necessary to carry out the program responsibilities of the Employment Service, requires a skilled and trained staff. New developments in techniques and procedures, transfers and turnover of personnel and the need to constantly improve skills and performance mean that a carefully planned training program must be carried on. The following are some of the areas in which training is needed in the year ahead: Placement Techniques, Interviewing Techniques, Reception, Employer Relations, Application Taking, Supervisory Techniques, Induction Training, How to Train (on-the-job), Service to Veterans, Clearance Procedures, Taking Initial Claims, Taking Continued Claims, Taking Inter-state Claims, Taking Servicemen's Readjustment Allowance Claims, Selective Placement for Handicapped, Filing, Correspondence, and Farm Placement.

BUREAU OF LEGAL SERVICES

Services performed by the Bureau of Legal Services during 1948 covered many activities, including the preparation of legislation and review and comment on recently enacted statutes. Chief Counsel and other members of the staff conducted frequent conferences with the Regional Office, Bureau of Employment Security, as to the interpretation of some of the new legislation, including some aspects of the Temporary Disability Benefits Law. Included in the Bureau's activities were numerous court appearances and many conferences with Agency personnel.

The following statistical data cover some of the activities of the Bureau in 1948:

Court appearances	95
Commission hearings	80
Commission rehearings	5
Commission decisions	48
Commission dismissals	5
Commission conferences, withdrawals, etc.	24
Commission adjournments, continuances, etc	61
Board of Review and Appeal Tribunal hearings	22
Deputy hearings	30
Certificates of Debt	268
Warrants of Satisfaction	82
Executions issued	236
Executions satisfied	35
Releases of Lien	38
Certificates of Lien	32,623
Legal Audits	196
Field Service Audits	643
Foreclosures	269
Leases	23
Claims—Insolvency Proceedings	262
Bankruptcy and Insolvency Notices received and checked	2,051

Hearing Clerk's Office

During 1948 approximately eighty-five requests for a hearing before members of the Commission were received in the Hearing Clerk's Office. These developed as a result of rulings or determinations issued by a representative of the Commission with which the petitioners disagreed. The questions raised pertained to status or coverage under the Law, liability for contributions, penalties and interest, contribution rates, reporting requirements, operation of the "merit rating" provision of the Law and refund matters.

Of the eighty-five requests, approximately 56% were disposed of by further conference of employers with representatives within the Agency. This was accomplished largely through explanation of the application and operation of the Law. Thirty-two petitions for formal hearings were filed, after which arrangements were made to take testimony. Forty-eight hearings were held during 1948, a number of cases having remained pending at the close of 1947. In 1947, sixty hearings were conducted.

The Commission rendered forty-eight decisions during the past year, with nineteen petitions for hearing withdrawn and five others dismissed. Five cases were taken up for reconsideration. In 1947, fifty-two decisions were rendered, twenty-two petitions withdrawn and two petitions dismissed.

To handle hearing work, the Chairman of the Commission referred cases to members, a single Commissioner conducting each hearing. The transcripts of the testimony were reviewed by each Commissioner before final determinations were rendered. This activity by the individual Commissioners represented a heavy investment of their time and energy.

STANDARDS, METHODS AND PLANNING OFFICE

This office collaborated with operating personnel in the development of new employment security programs and the modification of existing programs, as required by amendments and supplements to the employment security laws and by various directives. Assistance was given in the formulation of new and revised regulations, and advisory and technical services were rendered in the solution of increased administrative problems.

Procedures and methods related to the various agency programs were inaugurated or modified in cooperation with operating personnel and given effect through issuance as manuals, bulletins, or procedures memoranda. Operations under the employment security programs were further integrated and provision made for a greater degree of coordination and standardization. Procedures and methods were developed to establish employer accounting, including benefit chargebacks, completely on a machine basis. These operations were formerly partly manual and partly mechanical. This entailed changes in functions and physical locations of personnel in various units to permit inter-changeability to meet work load demands.

New procedures manuals and revisions to existing manuals were developed and issued to operating personnel to insure fulfillment of the operating programs and effective compliance with federal and state employment security laws. Advisory services were provided in the interpretation of instructions, regulations, procedures and directives. This office cooperated with the Board of Review in revising the appeals procedure to speed up the holding of hearings; assistance was also given in preparing the procedure extending the scope of jurisdiction of Appeals Examiners with respect to certain types of Servicemen's Readjustment Act cases.

The development, design and control of forms and duplicated materials was extended to meet the needs of the disability benefits program, including the resulting involved changes in the Unemployment Compensation Law and Regulations. Assistance was furnished in the preparation of organizational and functional charts, graphs and other management aids. Technical advice and services were given in the selection and use of office machinery and special equipment.

BUREAU OF PUBLIC RELATIONS

Throughout the year a continuing campaign was conducted by the Bureau of Public Relations to keep before the public the major provisions of the Unemployment Compensation Law. Through newspaper releases and radio broadcasts, ruling decisions of the Board of Review were made public. Claimants were constantly reminded of the penalties attached to fraudulently receiving unemployment insurance payments while employers were advised that it was illegal to withhold workers' contributions and not remit them to the Commission.

Immediately upon the approval of the Temporary Disability Benefits Law on June 1, an intensive campaign was inaugurated to bring the provisions of that law to New Jersey workers and employers. Eight informational pamphlets were printed and distributed, including a 24-page booklet of which over a million and a half copies were circulated among all employees covered by the new security law. Arrangements were made by the Bureau of Public Relations for scores of forums on the temporary disability insurance program while numerous speaking engagements were booked by the Bureau.

In cooperation with New Jersey radio stations, a series of 15 minute programs were transcribed and presented to large listening audiences. These transcriptions explained in detail the benefit paying provisions of the Temporary Disability Benefits Law. Several exhibits on the overall employment security program were presented during the year.

As might be expected with the advent of a new program designed to provide further security for workers, an unprecedented number of requests for information were received. It is estimated that during the last six months of 1948, several thousand letters referring to the disability insurance program were answered by the Bureau of Public Relations.

Regular and special meetings of the Unemployment Compensation Commission were scheduled throughout the year by the office of the Secretary to the Commission, as a part of the Bureau of Public Relations. Reports on the progress of legislation affecting the Unemployment Compensation Law, as well as reports on the fiscal and budgetary situation were prepared for members of the Commission, the Executive Director, the Governor of the State, and State and Federal legislators.

As a service to employees of the Commission, an Information Memorandum was produced weekly to keep all personnel advised of new procedures, administrative changes and the latest rulings of this Department and other employment security jurisdictions. The Bureau of Public Relations also maintains a Libraby for the use of all personnel in the Agency.

BUREAU OF FISCAL, PERSONNEL AND OFFICE SERVICES

Since fiscal difficulties of the Agency have been covered elsewhere, this section of the report is devoted to the personnel situation existing during 1948 and continuing into the early part of 1949. Employee morale for various reasons has not been at a high level for some time. At the same time, in tribute to the employees, it must be stated that inequities or grievances, whether real or fancied, did not materially affect their work, and that the great majority of employees continued to give service above and beyond that which the Commission had a right to expect.

The disparity between State salaries and the salaries paid for comparable services in the Federal service and in private industry constituted a major source of dissatisfaction. Increases in the cost of living outdistanced the salary increases and adjustments provided by the Legislature. Many employees, especially those in the lower brackets, found it necessary to augment their salaries by performing part time service elsewhere in the evenings and on Saturdays and Sundays. Most of the 452 employees who resigned during the year did so to accept more remunerative positions outside State service.

Employment and retention of qualified employees continued to be a major problem. This was especially true in the entrance positions, even though the starting salary had been increased to $1,440 annually. Civil Service eligible lists, resulting from examinations held late in 1947 were very promptly exhausted and direct recruitment was necessary throughout most of the year. No great difficulty was encountered in the filling of positions which involved simple clerical work, but it was almost impossible to compete with the more attractive salaries offered by the Federal Government and private industry for positions involving stenography, typing and office machine operation. The Commission was forced to induct and train new employees in the operation of office machines, but in many cases the employees, once trained, left to take better paying positions elsewhere. In September, a new series of Civil Service examinations for clerical, typing and stenographic positions were held, and the resulting eligible lists were established in November. The results of certifications were disappointing. Most of the eligibles were not interested in the starting salary in State service, and many did not even respond to requests that they appear for interview. Out of a total of 341 who qualified for the position of Clerk Stenographer, certifications to the Unemployment Compensation Commission produced only thirteen eligibles who were willing to accept appointment.

Chapter 68, P. L. 1948, effective May 6, provided for a new job study and reclassification of permanent employees in the Employment Service who had been returned from Federal to State service. While conducting the new study, it was necessary for the Department of Civil Service to withhold action on promotional and open-competitive examinations already held, and to postpone the scheduling of examinations for other positions within the Commission. The study was carried on during the summer and fall months, and allocation notices were sent affected employees on December 14, following which a substantial number of appeals from the allocations had been submitted by employees up to the end of the year.

In the latter part of 1947, the Civil Service Commission studied and reappraised positions in the Bureau of Benefits and in the Board of Review, because of the reorganization of the work of these two organizational units. Study was also given to certain staff positions in the light of increased responsibilities brought about by the unification of staff services following the return of the Employment Service. Before the work of establishing appropriate class titles and ranges for the positions in question could be completed, the provisions of Civil Service Circular Letter No. 23 intervened and as a result no action could be taken until that part of the governmental reorganization program which affected the Unemployment Compensation Commission was completed. Even though action on title and salary changes could not be taken, the work of the Commission had to be carried on and it was necessary to ask many people to undertake work of increased responsibility with no assurance of immediate appropriate remuneration. As soon as Senate Bill No. 28 was passed, the Department of Civil Service began to give consideration to the accumulation of requested title and range changes which had been previously submitted and by the end of the year the program was well under way.

Some difficulty was experienced in staffing the Division of Disability Benefits. Experienced members of the staff were transferred from unemployment compensation and employment service activities for the purpose of setting up a new program but some difficulty was encountered in staffing the new Division with clerical employees. Through the cooperation of the Department of Civil Service, the Division of Budget and Accounting and the Department of the Treasury, many obstacles were overcome. Most of the positions in the new Division were filled from existing Civil Service promotional lists but some difficulty was experienced in the recruitment of stenographers and typists.

BOARD OF REVIEW

The total number of appeals received during 1948 amounted to 28,815, a slight decrease from the previous year.

The Board of Review received 3,695 cases and completed 3,277, leaving a backlog of 742, due chiefly to a sudden increase in appeals during December.

The Appeal Tribunal received 25,120 cases and completed 25,255. The case load was divided as follows: Unemployment Compensation—16,517 received, 18,256 completed; VA—7,867 received, 6,073 completed; Others (W.S.A., Interstate, etc.) 936 received and completed.

The backlog was reduced by 145 cases for the year, leaving a total of 4,313 of which 1,263 are UC and 3,050 VA claims. This indicates that while the present staff is sufficient to handle the current load a temporary increase in personnel will be needed to wipe out the backlog. About eighty per cent of the pending cases are UC Demands for Refund and VA penalty cases, all of which call for careful investigation and special handling and will require more time than ordinary cases for disposition.

The volume of production was attained only through a sacrifice in the quality of decisions, which was reflected in an increase in the percentage of appeals to the Board of Review in the latter part of the year. Technical and supervisory personnel are needed to meet this situation.

VA appeals more than doubled in the second half of the year, despite a drop in the initial claims load at the Deputy level, jumping from 2,313 in the first half to 5,354 in the second. This indicates that the volume of appeals is not related to the number of claims filed. Actually, in periods of good employment Deputy determinations properly tend to be more strict, resulting in an increase in the number of appeals even when initial claims are falling off.

During the second half of the year a "speed-up" system of immediate appeals hearings was instituted. Examiners are now stationed in the local Employment Service offices and the claimant is given an immediate hearing as soon as he files his appeal, thus eliminating the time lag and considerable clerical work. Employers' rights are protected in that objection by any employer to a decision rendered at a hearing where he was not present results in an automatic reopening of the case and a rehearing at which all parties appear. However, experience has shown that reopenings are requested in less than ten per cent of the cases heard. There was a marked reduction in the number of UC appeals after this system was instituted.

DISABILITY INSURANCE DIVISION

New Jersey, the third state in the United States to enact a program for the payment of off-the-job sickness and disability insurance, is now paying benefits to eligible workers under the provisions of the State Plan of the Temporary Disability Benefits Law. Indications are that income will considerably exceed the amount of benefits paid out during the coming calendar year. Already approximately $13,000,000 in workers' contributions have been collected for the payment of benefits under the State Plan.

A larger number of employees than anticipated are under Private Plans. Approved Private Plans effective January 1, 1949 reached 12,304, with these employers covering 710,419 workers out of an estimated 1,600,000 covered workers.

The Law provided for administrative costs by allotting to the Commission six per cent (6%) of current contributions otherwise payable into the State Disability Benefits Fund. Funds for this purpose became available about July 31, 1948, when employers filed their quarterly reports for the calendar quarter ending June 30, 1948. The Commission started the recruitment of personnel and the work of drafting regulations and procedures in August, 1948. At the same time an educational program was started to explain the provisions of the Law to employers, workers and insurance companies. This program was conducted through press releases and meetings with groups of employers, representatives of labor and representatives of insurance companies. The program was continued up to the end of the year.

The Commission prepared a draft of Proposed Regulations with respect to Private Plans and submitted them to all interested representatives of employers, labor, and insurance companies on September 9, 1948. After receiving the criticisms of these representatives, the Commission redrafted the Proposed Regulations and resubmitted them on September 20, 1948. The Commission then held a special meeting on October 18, 1948, at which time all interested parties were permitted to express their views on the Proposed Regulations. The Regulations with respect to Private Plans were formally adopted by the Commission on October 27, 1948. The Proposed Regulations pertaining to the operation of the State Plan were submitted to the same representatives of employers, labor and insurance companies on December 3, 1948, and formally adopted on December 7, 1948. Rules relating to procedure before Hearing Officers in reviewing benefit claims under Private Plans were adopted on December 29, 1948.

The recruitment of personnel for the Bureau of Private Plans Disability Benefits was started on August 9, 1948, and by October 1, 1948, a group of forty-six (46) employees of various grades had been established in the Junior Ballroom of the War Memorial Building prepared to accept and approve Private Plans submitted by employers. The first Private Plan was submitted and approved on October 25, 1948, but thereafter the submission of plans lagged and by November 30 only 359 had been given final approval. However, during the month of December, the Bureau was deluged with a veritable avalanche of applications and the personnel of the Bureau was increased to sixty (60) on a temporary basis. Finally it was necessary to resort to overtime work and during the last two weeks of the month all hands worked overtime the maximum allowable hours.

The number of Private Plans approved to be effective January 1, 1949 follows:

PRIVATE PLANS EFFECTIVE JANUARY 1, 1949

Type	*Number of Plans*	*Approximate Number of Employees Covered*
Insured	11,900	573,820
Self-insured	123	112,877
Under Agreement with Workers	108	4,732
Existing	173	18,990
TOTAL	12,304	710,419

The total number of plans given above does not represent the exact number of employers who submitted Private Plans, since some employers submitted two or more plans covering different classes of employees. Likewise, the total number of workers covered by Private Plans given above is not exact since the figure was computed from the data given by employers with respect to the vote taken for employee consent to the plans.

Twenty-three (23) employers who submitted self-insured plan or plans under agreement with unions or associations of employees, were required to file security with the Commission to guarantee the payment of benefits. The nature of security posted follows:

SECURITY POSTED UNDER SECTION 30 OF THE TEMPORARY DISABILITY BENEFITS LAW

Type	*Number of Employers*	*Amount*
Surety Bond	15	$35,650.00
United States Treasury Bond	6	93,700.00
Cash	2	1,300.00
TOTAL	23	$130,650.00

The Bureau of State Plan Disability Benefits was established by the appointment of the Chief of State Plan Disability Benefits on August 16, 1948. The recruitment of other personnel for the Bureau continued throughout the balance of the year. Operating procedures and forms for the processing of State Plan benefit claims were developed prior to January 1, 1949.

DIVISION OF UNEMPLOYMENT COMPENSATION

Reports Reflecting
Operations of Bureaus of
Benefits
Contributions
Accounts
Audits

BUREAU OF BENEFITS

The Bureau of Benefits was perhaps hardest hit by the "across the board" separation of employees beginning in June, and since to workers in the State it is their only contact with one of the largest operations in State Government, there is a conception that the employment security program has "bogged down" in New Jersey, due primarily to the fact that for many months there have been heavy backlogs and delays in check payments so that even in so-called "clean" claims where there is no protest by the employer, benefit checks are being sent out three or four weeks late.

Workers, employers and union and employer representatives have the right to expect prompt and efficient service from the Bureau of Benefits, particularly since New Jersey is one of only two states in the country requiring workers to contribute to the Unemployment Compensation Fund. The aim of the Division of Unemployment Compensation and its Bureau of Benefits has been the payment of benefits promptly in accordance with all provisions of the Law. This is not being done, and a level of good performance will not be obtained until sufficient funds are made available for proper operation for a long enough period to clean up the Bureau's backlogs which, at the close of the year, were augmented by heavy new unemployment. Since 1939 the Bureau of Benefits has been responsible for the payment of over $400,000,000 in weekly benefits.

Unemployment which fell within the purview of either Unemployment Compensation or Servicemen's Readjustment Allowances and thus entered the statistical records of this Agency was considerably lower during 1948 than during the prior year by an estimated 20%. This is based on average values for the 12 months of each year which average value during 1947 was roundly 110,000 compared with 89,000 during 1948. Much of the decrease was due of course to a tapering off of the Veterans Readjustment Allowance load as more and more veterans found steady employment during 1948. A low of insured unemployment was reached in October of the year at a figure of 65,380. Although it is not possible to relate this total to any precise labor force figure, roughly the average of 89,000 insured unemployment means about 6% constant unemployment. This amount appears almost to be irreducible under the favorable labor market conditions such as have existed since the war.

Oddly enough, more actual new unemployment among unemployment compensation claimants appeared during 1948 than in the prior year. New unemployment as measured by the sum of "New" and "Additional" claims amounted to 510,000 in 1948 compared with 470,000 in 1947. Much of that new unemployment, however, was of a highly temporary character and resulted in some cases from labor disputes, in others from vacation shutdowns, and in still others from short term seasonal layoffs. The fact that spells of unemployment during 1948 were generally shorter than in the year before is borne out by both the lower number of compensable week claims filed and the smaller amount of benefits disbursed.

Both of these two items were considerably less during 1948. The $47,943,000 benefit payments for unemployment compensation compares with the $56,124,000 of 1947. Furthermore the 470,000 newly unemployed claimants during the year 1947 filed 3,173,000 continued weekly claims, or an average of 6.8 each. While the 510,000 newly unemployed claimants during 1948 filed only 2,734,000, or an average of 5.4. While these figures are only approximate due to the fact that many of the claimants who became newly unemployed at the end of the year may have continued to file weekly claims well into the next year, nevertheless there is definite evidence of shorter periods of unemployment during 1948 than in 1947.

Among claimants for Servicemen's Readjustment Allowances unemployment had followed a steady downward trend since the peak of about 92,000 was reached in the middle of 1946. With minor fluctuations unemployment among veterans tapered off steadily and by December 1948 amounted to only 15,000 over the whole State. Veterans during 1946 were paid a total of $67,500,000 in Servicemen's Readjustment Allowances. This declined to $34,000,000 in 1947 and continued downward to a total somewhat under $18,000,000 during 1948. This program is of course drawing to a natural close under the GI Bill.

BUREAU OF CONTRIBUTORS' SERVICE

Several changes made in the Unemployment Compensation Law, affecting employers and the activities of this Bureau, became operative during the year. These changes were — the establishing of the Unemployment Compensation Auxiliary Fund on May 21, 1948, into which all penalty and interest collected by the Commission are deposited; the establishing of the Disability Benefits Fund on June 1, 1948, into which ¾ of all workers' contributions collected in 1948 are deposited; the establishing of a new schedule of employer contribution experience rates on June 1, 1948, which became effective July 1, 1948; the establishing of a provision for the transfer of employment experience on June 1, 1948 and on August 16, 1948, the provision excluding "name bands" from covered employment.

During the year three separate notices of employer contribution rates were mailed to New Jersey employers—the first notice mailed during June, 1948 assigned employers their contribution rate for the first six months of 1948; the second notice mailed October 13, 1948 assigned employers a preliminary rate for the fiscal year July 1, 1948 to June 30, 1949, and informed them of the voluntary contribution features of the Law; the third notice mailed during December, 1948, was the regular notice assigning employers their contribution rate for the fiscal year.

All the changes in the Law, together with a drastic personnel layoff on August 1, 1948, created serious backlogs, and it will be the first part of next year before this Bureau will be able to operate somewhere near normal.

The amendments and additions to the Law during the past year, particularly with relation to Section 7, Subsection (c), resulted in a heavier work load for the Status Section. The change from a calendar to a fiscal year, with regard to employer contribution rates, and the new schedule of lower contribution rates necessitated the computation and mailing of notices of rates twice during the year, plus one preliminary notice with regard to the rate for the fiscal year 1948-1949. This was accomplished despite the fact that it was necessary to dispense with certain personnel because of a decreased budget. However, since the employees of this Section also make status determinations, a backlog resulted because the status work had to be suspended several times during the year in order to meet the deadlines set for the mailing out of the notices of employer contribution rate.

The addition to the Law (section 7 (c) (6)) permitting the payment of voluntary contributions for the purpose of procuring a lower rate necessitated extra computations. There were 360 voluntary payments made.

Other additions to the Law affecting Status:

Section 7(c)(7) permitting the transfer of the employment experience, in whole or in part, from a predecessor to a successor.

Section 19(i)(7)(M) providing that the term "employment" shall not include services performed for or on behalf of certain employing units by leaders or musicians of name bands and various types of entertainers.

These amendments and additions to the Law, together with several decisions of the New Jersey Courts with regard to the application of Section 19(g), the so-called "contractor-subcontractor" clause, resulted in many inquiries by correspondence, telephone, and personal visits. These inquiries, together with the usual functions of procuring status reports and supplements thereto, advising employing units of their status, and answering inquiries with reference to other sections of the law required 41,860 dictated letters, 25,281 mimeographed letters, 3,863 telephone interviews and 1,161 personal interviews at the Central Office.

During the year 6,570 employing units were determined to have become subject to the Law and were assigned employer registration numbers. These consisted of 4,182 units which became subject during 1948, 1,518 which became subject during prior year, and 870 which elected voluntary coverage. In addition, 259 employers accounts were reactivated. Employers who disposed of their businesses or who ceased to have remunerated employment in New Jersey totalled 4,147 and 460 terminated their coverage in accordance with the provisions of the Law. Determinations which resulted in an exempt status totalled 8,148. The total number of active registered employers at the close of the year was 40,209, which was an increase of 2,222 active accounts over the previous year. This section issued 14,632 authorizations to make additions, deductions and changes to the employers' register, of which 3,196 represented changes of name, address or other data.

CRIMINAL ACTION IN EMPLOYER CASES

The money delinquencies handled by the Collections Section reflected an increase of 10% and the reporting delinquencies showed an increase of 12% over 1947. This situation was due principally to a lack of sufficient personnel.

With the cooperation of the Special Counsel to the Executive Director, more effective methods to compel delinquent employers to adhere to provisions of the law were adopted. For the first time, criminal complaints were signed against employers who tendered dishonored checks to this Commission in payment of contributions and those who deducted contributions from their workers' wages and diverted them to other uses.

Criminal prosecution was recommended by this section in 86 cases. Of that number, 66 were settled before the offenders were brought into court and the remaining 20 cases were disposed of by the appropriate judicial authorities. The adoption of this procedure has had a salutary effect and the continuance of it should result in a noticeable decrease in the number of employers who submit worthless checks or purposely withhold the payment of workers' contributions.

INCOMING MAIL REPORT

A STATEMENT OF THE COMPARATIVE TREND OF THE COMMISSION'S INCOMING MAIL ACTIVITIES DURING THE CALENDAR YEARS 1946, 1947 AND 1948.

Class of Items Received	*1948*	*1947*	*1946*
1. General Correspondence	69,009	66,659	67,666
2. Personal, Confidential & Official Mail	28,362	31,907	26,800
3. Employment Service Mail	1,311	866	391
4. Benefit Mail	649,924	496,849	547,951
5. Board of Review & Appeals Mail	11,950	13,853	7,207
6. Bureau of Research	4,825	977	1,421
7. Disability Benefits Mail	10,453	—	—
8. Contribution Reports	157,164	150,639	118,591
9. Miscellaneous Remittance Forms	9,336	14,681	12,407
10. Assessments Collected	9,115	8,462	7,954
11. Wage Record Reports	157,136	141,984	118,330
12. Miscellaneous Information Returns	52,834	65,533	76,251
13. Checks & Money Orders	163,707	174,897	125,837
14. Currency Remittances	261 (a)	173 (b)	100 (c)
	1,325,387	1,167,490	1,110,907

(a) Aggregate of $11,810.83
(b) Aggregate of $10,313.33
(c) Aggregate of $ 5,395.33

BUREAU OF ACCOUNTS

The year 1948 proved a most difficult and hectic period from an operational standpoint due to changes in the Law; changes from manual to machine operations for some functions and two personnel layoffs, totalling 25% of the Bureau because of curtailed budgets during the second half of the year. Many procedures had to be streamlined and some essential functions eliminated. The work was constantly in a backlog state and the personnel under pressure and strain continually.

The work and performance of the Bureau is summarized:

EMPLOYER ACCOUNTS SECTION

During 1948 a total of 74,165 employer accounts, including an active list of 40,209 accounts compiled from 550,000 tabulating cards was maintained by the Employer Accounts Section. The individual cards necessary to post employers' contributions, workers' contributions, assessments, journal adjustments and rate status show an increase of 16% over 1947. This increase was due to the growth in the number of active accounts and to a change in the Law requiring a recalculation of the employer's rate as of the beginning of the third quarter. As a result of this rate adjustment an estimated additional 20,000 Certificates of Overpayment were issued and cleared and thousands of additional rate cards were established.

This Section suffered from a drastic decrease of personnel during 1948. As a result, the second quarter supplemental certification of accounts to the Treasury Department, Bureau of Internal Revenue, was eliminated. A sizable backlog of journal voucher adjustments between accounts authorized by change orders has accumulated due to the lack of data obtainable from other undermanned Sections.

The necessity of reconciling cash amounts on batch register sheets and general Journal Summaries against three accounts (Unemployment Compensation, Temporary Disability and Auxiliary) has added to the work of this Section.

A sharp increase was noted in the number of tabulating cards processed to record refunds of individual workers' contributions in excess of $30.00. These refunds were due to workers who earned more than $3,000.00 for the calendar years of 1946 or 1947 (and some for 1945) and worked for more than one employer. In 1948, 7,169 workers refund cards totalling $99,312.36 were processed. These figures included 136 workers refunds amounting to $2,170.09 for 1945, 1,168 workers refunds amounting to $15,809.01 for 1946, and 5,865 workers refunds totalling $81,342.26 for 1947.

The certification of employer contributions paid into the New Jersey Unemployment Fund and used as a credit against the Federal Excise Tax is supplied to the Treasury Department on Proof of Credit, Form 940-A, and constitutes a major function of this Section. The information is prepared through the use of automatic accounting machines and involves the maintenance of approximately 450,000 tabulating cards and also the maintenance of active and inactive files of duplicate certification forms. It is necessary to maintain both active and inactive files for accounts for the years 1936 to 1947 because of a Federal directive that certifications must be supplied upon request for those years. These certifications cannot be supplied from the general files because in many instances the certification account differs from the actual account due to the discrepancies between the state and federal laws.

WAGE RECORD SECTION

The Wage Records Section receives quarterly wage reports filed by subject employers, audits and processes them in order to establish and maintain the individual wage records used to determine benefit eligibility and amount. All benefit claims pass through the Section, where transcripts of wages are reviewed and attached. An alphabetic and numeric file of all Social Security Account numbers issued in New Jersey to workers is maintained. In addition, the Section performs various accounting operations, such as reconciling total and taxable wages as reported on contribution reports with the wages as shown on the wage reports; verifies employers' and employees' claims for refund of contributions; issues journal vouchers and makes corrections to employer accounts; and audits employee accounts for the proper calculation of the $3,000.00 limit.

Quarterly wage reports received increased from 151,833 in 1947 to 157,136 in 1948, reflecting increase in coverage and continued high employment. During 1948, 8,208 wages and separation reports were filed by the employers who have permission to report employees' wages by the separation method. During the year, the Section handled 295,775 benefit claims which was 1,531 claims less than in 1947. Wage report delinquency increased from 2,502 delinquent reports on January 1, 1948 to 5,323 delinquent reports on December 31, 1948. During 1948, 176,540 alphabetic and numeric Social Security Account number cards were received and filed. Also, 7,904 claims for refund were reviewed.

The 18% layoff of personnel in the Section on August 1, 1948 and the subsequent non-replacement of resigned personnel caused serious backlogs of work to accumulate. The various functions were streamlined and main attention given to processing benefit claims, the backlog for which at the end of 1948 amounted to 16,563 claims. This was the highest backlog of claims held in the Section since V-J Day.

TABULATING SECTION

During the year 1948, the downward trend of machine operating hours continued. Due, in part, to improved production and refined procedures machine operating hours have decreased each year since 1946.

A total of 9,909,349 cards of all kinds were processed on key punching and verifying machines; other I.B.M. machines were operated a total of 30,079 hours.

The passage of the Temporary Disability Benefits Law had an immediate effect on the Tabulating Section since its provisions require the refiling in the wage record tabulating card file of those cards which were transcribed for Unemployment Compensation Claim purposes. Formerly these cards were destroyed. By reason of Temporary Disability claims our file maintenance, transcript preparation and statistical reporting activities will be increased by one-third.

I.B.M. EQUIPMENT OPERATING HOURS

Function	*1947 (12-1-64 through 11-30-47)*	*1948 (12-1-47 through 11-30-48)*	*1948 Increase*	*1948 Decrease*
Wage Records*	67,082½	59,089		7,993¼
Benefits	6,536½	6,366		170½
Employer Record	16,051	14,593¾		1,457¼
Experience Rating	1,871¼	2,515¾	644½	
Statistics	8,114¼	6,159¾		1,954½
Cost Analysis, Field Service, etc.	3,758½	3,517½		241
TOTALS	103,413¾	92,241¾	644½	11,816½

* Includes Inspection and Breakdown.

EXPERIENCE RATING SECTION TABULATING UNIT

Remington Rand Tabulating Equipment was installed late in the month of March 1948 for the purpose of mechanically processing and recording Benefit Charge Back data. This work was previously performed manually. Rental for this equipment became effective April 1, 1948.

The following table allocates the time distribution to Operating, Idle and Inspection and Breakdown categories:

REMINGTON RAND EQUIPMENT OPERATING HOURS

Type of Machine	*Operating Hours**	*Idle Hours*	*Inspection & Breakdown Hours*	*Total Scheduled One Shift Hours*
Key Punch and Verifier (All Types)	20,122.00	—1,967.00	932.50	19,087.50
Interpreter	1,246.25	2,423.25	148.00	3,817.50
Automatic Verifier	545.50	665.75	61.25	1,272.50
Sorter	1,424.75	6,004.25	206.00	7,635.00
Multi. Control Reproducing Punch and Interfiler	497.75	4,553.25	39.00	5,090.00
Tabulator (Numeric)	11.50	622.50	—	634.00
Summary Punch (Numeric)	—	634.00	—	634.00
TOTALS	23,847.75	12,936.00	1,386.75	38,170.50

* Includes Second Shift.

The great amount of Idle time can be directly attributed to inability to operate equipment because of lack of space, power and personnel. Minimum space for operation of equipment was made available November 15, 1948 and adequate power was afforded December 20, 1948. Procurement of personnel is in process.

The basic fundamentals of operation of this Unit are firmly established and the more detailed procedures are now in effect. Of an estimated 5,500,000 cards to be processed for the year 1948, 1,746,063 have been key punched. In order to dissipate a backlog, which was existent before equipment or personnel were procured, additional units of both have been requested. Finally, a gradual integration of related clerical duties can be assigned key punch personnel as the need diminishes on the one hand and increases on the other. This should result in a smooth leveling-off process and at the same time assure us an adequate and thoroughly trained staff.

BUREAU OF AUDITS AND FIELD SERVICE

Since the transfer on February 1, 1948, of the Office Audits Section to the Bureau of Contributors' Service, this Bureau has confined its work exclusively to Field Service.

Monthly audits required under the Servicemen's Readjustment Act of 1944, in connection with self-employed veterans' claims for allowances, have dropped considerably in number during the year. As indicated in the previous year, the volume of such claims diminishes constantly month by month, with the result that during 1948 they totaled less than 60% of the number filed in 1947. This tendency follows through with respect to the additional items of assistance on appeals, advisory services, and other contacts which are required for the proper servicing of these claims.

The release of time accomplished by the above has enabled us to concentrate more of our effort on regular unemployment compensation field work. This has enabled us to complete 7,850 individual assignments in 1948, compared to 7,300 in the previous year, even though our staff has suffered further decreases in size during the year.

Statutory amendments with respect to experience rating and the inauguration of Temporary Disability Insurance created additional great demand for information from our field offices and representatives during the last half of the year.

Summarized below are the statistical results of our year's activity:

1948

(A) DOLLAR RESULTS

	Number of Items	*Amount*
Liability established for contributions (exclusive of penalties and interest)	1,199	$171,782.25
Deficiency Assessments Recommended	35	6,333.61
Arbitrary Assessments Recommended	73	24,219.05
Proofs of Claim Recommended against employers in liquidation	113	35,861.48
Refunds of Employer Contributions Recommended	110	13,958.71
Refunds of Worker Contributions Recommended	55	4,496.53

(B) OTHER FIELD SERVICE ACTIVITIES

Status Reports Secured	1,159
Supplements to Status Reports Secured	670
Voluntary Elections Secured	137
Statistical and Informational Reports Secured	2,112
Reported Employment Verifications	3,915
Reported Wage Verifications	3,102
Applications for Termination of Coverage Recommended	419
Applications for Termination of Coverage Disapproved	29
Special Reports Prepared and Submitted	7,713
Special Allocations of Contractors' and Sub-contractors' Wages and Employment	986

DIVISION OF
STATE EMPLOYMENT SERVICE

Reports of
Bureau of Operations
Bureau of Program Development

EMPLOYMENT SERVICE DIVISION

The year 1948 was marked by a continuous reduction in the amount of funds granted by Federal Agencies and consequently in the number of staff available for carrying out local office operations. During the year 1947 approximately 1,050 personnel were employed in local offices for both Claims and Employment Service work. Due to the higher average salaries brought about by normal increments and statutory cost of living increases, the reduced amounts available brought about a reduction in numbers of personnel proportionately greater than the percentage reduction in funds. As of January 1, 1948 the total local office staff had been reduced to 944. Further reductions had to be made in August when the number was cut to 741 and this number was still further reduced to 607 on November 30, 1948.

In order to meet the problems posed by these severe personnel reductions several changes were made in the program of the Employment Service as laid down by the Federal Security Agency. The changes were made in recognition of the following facts:

1. The existence of a Plan of Operations entered into with the United States Employment Service for the purpose of justifying grants of funds which plan specified the complete program.
2. The efforts being made to return appropriations to adequate levels which would make possible the full service to the entire program.

Consequently the Administrative personnel, although of reduced numbers, were allocated to each of the points of the program, with some units being assigned to dual parts of the program. This permitted compliance with the required Plan of Operations to the degree which curtailed financing made possible. It permitted also the carrying on of service to the degree which the limited personnel at the Administrative level could encompass.

The sharply curtailed funds and personnel made it impossible to fully carry out in the local offices the complete scope of the program. Thus some of the seven points of the Employment Service Program were de-emphasized or discontinued and eight local offices were closed. Industrial Services and Occupational Analysis were discontinued, excepting instances where arrangements were entered into prior to November 1st, in which case the specific project was completed. Further provision was made to render this service through Administrative Office personnel to the limited extent possible when the need was urgent and a direct benefit to the placement phase of our Service could be shown.

The formal Employment Counseling aspect of the Employment Counseling and Selective Placement Program was abandoned excepting for those elements of counseling which could be given during the course of and within the time limits set for other types of interviews such as registration, classification, selection, referral, etc. The Selective Placement for physically handicapped applicants' part of the program was continued undiminished by designated, trained personnel as a part of the placement function. Formal staff training by specialized Field Training personnel was discontinued, and greater responsibility for staff training was assigned to management and supervision.

The gathering of Labor Market Information, excepting that which is accumulated as a normal part of local office operations, was transferred to the Bureau of Research and Statistics of the over-all Agency. Information which previously had been gathered from employers on Form USES-270 by local offices, largely by means of personal visits, is now gathered by mail by the Staff Bureau resulting in a substantial time saving for local offices without sacrificing the quality or quantity of the information secured. Participation in community employment planning and cooperation with other agencies has been allocated less time than formerly, and in actual practice represents in most cases an after hours or spare time activity.

Service to Veterans was not curtailed but an effort was made to have more of this specialized service rendered by regular interviewing personnel thereby lessening the drain on the time of the specially designated Veterans Employment Representative, and permitting his participation in normal placement activities.

A number of personnel had been engaged in the installation of programs in local offices such as the Employer Relations Program with revised forms, procedures and records, or in stimulating existing programs such as the placement program, making surveys of local office operations, or prevailing hiring practices. This work was performed on a group or team basis of from two to five members and covering a number of offices consecutively. Managers found this technique very helpful in bringing their offices up to higher operating efficiency and considerable work remains to be done in this field. It was necessary, however, to disband these teams and assign the members to positions in local offices.

Principal emphasis at year's end was given to placement of applicants in jobs and claims activities. To accomplish the placement activity it is also necessary to register applicants for work; visit employers to promote use of the service; take employers orders; in some cases administer aptitude tests; select applicants from the files and use other means of recruitment and carry out necessary clerical and statistical reporting activities designed to help accomplish the major activity.

The programs which it was necessary to de-emphasize represent an important part of a well rounded Employment Service. They were given up only because of financial necessity and not because they were not useful. The personnel so released were assigned to remaining programs or were used as replacements for employees separated from the Service due to lack of funds.

In addition to program changes it was necessary to close entirely eight of our local offices. This affected offices located at Penns Grove, Glassboro, Millville, Mount Holly, Long Branch, Harrison, Palisades Park and Summit. Itinerant or part-time operations was set up to service the areas or part of the areas affected by the closing of six of these offices. In other cases the areas serviced by the closed offices were allocatd to other nearby full-time offices. The criteria used in determining which offices to select for closing included an evaluation of the placement contribution made by the office, geographical location, the number of claimants served, and transportation costs and availability to another full-time office.

Many protests against the closing of these offices were received from the public, local authorities and organized labor, but funds were not available to continue them. These expressions are striking proof of interest in Employment Office operations other than those expressed by the single factor of placements made. However, inevitably in any such reduction the offices and communities affected must necessarily be those where the amount of community support and use of the facilities did not produce comparable results.

It is interesting to compare the personnel available for local office operations at the end of 1948 with the average available in 1941, the last full pre-war year.

Year	*Local Office Staff*	*Average Monthly Placements*	*Average Monthly Initial Claims Load*	*Average Monthly Continued Claims Load*
1941	751	15,779	23,324	145,346
1948	613	11,885	51,611	303,583

In addition to a much greater claims load to be serviced in 1948, the processing of a claim has become more complicated and time consuming as changes in the law added benefits for partial unemployment, Servicemen's Readjustment Allowances and Reconversion Unemployment Benefits for Seamen, revised benefit formulas, and required claimants to demonstrate an active search for work.

Obviously, this greatly increased claims load absorbed a much larger percentage of the total staff time available in the local offices thereby reducing the time available to carry out the placement function. This is contrary to the philosophy of Employment Security, which would indicate the necessity for greater effort and greater emphasis on job finding and placement functions when the claims load increases. The results of this unbalance in the personnel situation was an important contributing factor to the lower average monthly placements accomplished by the Service.

During the last half of 1948 interchangeability of personnel in local offices was achieved when the budgetary distinction between Claims and Employment Service Personnel was removed. This was made possible by the integration of the Employment Service with the Bureau of Employment Security at the Federal level. While this flexibility of staff is desirable in that it permits a local office manager to use his total staff to service the fluctuating load to the best advantage, in practice it results in the claims function absorbing a substantial part of the time of personnel normally dedicated to Employment Service work. This staff time is rarely recovered by the Employment Service Section since the Claims Section staffing is geared to a normal or sub-normal load. In several of our smaller local offices at the end of the year the entire staff of the office was working on claims where the load was unusually heavy because of seasonal and temporary layoffs for inventory purposes. The same condition also prevailed, to a lesser degree, in most of our larger offices.

The Employment Service secured better quarters for seven of the local offices during the year. Offices in Elizabeth, Atlantic City, Red Bank, Morristown, Flemington, Paterson and Bayonne were moved into more suitable quarters. In each case the office was moved to a building which had been either newly constructed or completely remodeled according to Agency specifications. At the end of the year arrangements had been made to move the Irvington office to a new location in January.

The trend in all of the newer office facilities was to modify the use of fixed partitions and the individual booths in favor of larger open areas, divided only by low railings topped with plate glass panels. The use of acoustical ceilings, arrangement of furniture and proper spacing between operating units and individuals provide the necessary privacy and permits greater flexibility in the use of space than was heretofore possible by the use of high partitions. All of the new premises are completely modern with fluorescent lighting, asphalt tile floors, natural pine finish counters, railings and partitions, and adequate ventilation, heating, toilet and rest room facilities.

The program of providing labor for agricultural activities was returned to the Employment Service as of January 1, 1948. This activity had been lodged with the Extension Service of the Department of Agriculture during the war years so as to free the facilities of the Employment Service for the difficult job of recruiting for war industries and related activities. Experience gained in handling agricultural labor in pre-war years was useful in reabsorbing this activity, and the job was satisfactorily accomplished. A resume of our activity in respect to the farm program is presented elsewhere in this report.

Realization on the part of some employers that a fuller use of the Employment Service facilities would benefit their unemployment compensation experience rating, and would at the same time provide better service to their separated employees and to unemployed workers in general, induced several larger employers in the North Jersey Area to enter into a formal agreement with the Employment Service to accomplish these ends.

The agreement entitled "Plan to Provide Full Job Openings For All Applicants And Full Job Exposure For All Claimants" provides briefly that the employer will file with the local office all job openings in his establishment, excluding those which are to be filled from call-backs, promotions or from union sources. He agrees not to recruit through fee charging private employment agencies; to cooperate in the development of job specifications and in informing the local offices about the plant, its jobs and employment procedures; to notify the local office promptly of all referred applicants hired, and the reasons for not hiring; to provide the official B-10 Separation Notice to every worker separated and to inform the local office of applicants who refuse suitable work without good cause; to notify the local office of all separations and notice of benefit charges to his account; and to permit the Employment Service to make an appropriate analysis of his gate hiring practices.

The Employment Service agrees to completely service the employer through a specifically designated Interviewer, who will maintain the necessary contacts and make the necessary selections and referrals. The Employment Service also agrees to prepare any necessary job specifications or staffing schedules which may be required, and to familiarize itself with the jobs, working conditions and employment procedures in the plant; and to clear openings to other local offices immediately upon determining that the orders cannot be filled locally. Claimants who show work history with the specified employer during their base year are routed to the designated Interviewer for possible return to the employer or exposure to other job openings. Those who refuse suitable openings or who are too restrictive in their choice of jobs are recommended for disqualification of their claims.

The operation of this agreement indicates that the openings received were promptly filled through referrals by the Employment Service, and the companies expressed their satisfaction with the special program, and felt that it afforded them the maximum protection of their experience rating.

The full benefits of this plan can be attained only when the number or proportion of employers engaged in it increases. A broader, more universal application of the plan would result in a minimum of time spent between jobs for the unemployed worker and a minimum drain on the Unemployment Compensation funds of the employer.

Bureau of Operations

The organizational pattern of the Bureau of Operations remained substantially the same as in the previous year. Included in The Bureau of Operations were an Assistant State Director (Chief of Operations); a Supervisor of Employment Office Operations, in active charge of the seven District Supervisors who supervised the operations of from five to eight local offices in each of the seven supervisory districts; a Supervisor of Services to Veterans; a Supervisor of Inter-Office Clearance and Placement; a Supervisor of Local Office Claims Operations and Labor Relations; and a Supervisor of Farm and Rural Industries Placement. The Farm and Rural Industries Placement Section was expanded to meet the new responsibilities placed on the Employment Service by the taking over of the Farm Placement Program.

In addition to planning and directing their respective programs from the State Administrative office, the various program supervisors made numerous visits to local offices, employers, and organizations, and attended meetings and conventions in order to observe, direct, evaluate and determine the effectiveness of their respective programs, so that necessary changes might be effected.

Farm Placement and Rural Industries Section

During the five war years responsibility for agricultural placements was vested in the Extension Service of the Department of Agriculture. This responsibility was returned to the Employment Service as of January 1, 1948. The Employment Service had, during the war, secured labor for food processors and other rural industries. The responsibility for agricultural placements was lodged in this Rural Industries Section which was renamed Farm Placement and Rural Industries Section, and organizationally located in the Operations Division of the State Administrative Office under the direction of a State Supervisor of Rural Industries.

A basic plan of operation was developed which established the local Employment Office as the focal point of the program. One or more qualified persons in each local office were to be assigned to farm placement as a primary responsibility to insure that adequate service would be given to agricultural employers and to agricultural workers. In addition, the plan provided for the designation of six qualified individuals called Farm Field Representatives, who under the direction of the State Supervisor would supervise the operation of the program in several local offices, assist local office managers in resolving problems of recruitment and placement in agriculture, and establish and maintain contacts with farmers, county agents, county boards of agriculture, farm organizations and others concerned with the recruitment and use of farm labor.

The six Farm Field Representatives were assigned to the program on April 1, 1948 and after completion of training were assigned to stations in the field. These field stations were at Trenton, Freehold, Camden, Woodbury, Bridgeton and Hackensack; they covered the offices and territories adjacent to these locations. The representatives at Woodbury and Hackensack were released after a short time, and the territories were redivided among the remaining four representatives.

The State Supervisor maintained relationship with state officials of the Farm Bureau, Grange, and other agricultural societies, attended meetings and conventions of the various agricultural groups and government agencies such as the Migrant Labor Division of the Department of Labor, State Board of Education, Farm Bureau and others.

The State Farm Advisory Council was organized for the purpose of assisting the Employment Service in resolving problems in connection with the recruitment and placement of agricultural and food processing labor. Members of the Committee and the organization they represent are:

WILLARD H. ALLEN, Secretary, State Department of Agriculture.
HARRY C. HARPER, Commissioner, State Department of Labor.
DR. WILLIAM MARTIN, Dean, N. J. College of Agriculture.
COL. CHARLES H. SCHOEFFEL, Superintendent, N. J. State Police.
HERBERT VOORHEES, President, N. J. Farm Bureau.
FRANKLIN NIXON, Master, N. J. State Grange.
RUSSELL J. ELDRIDGE, Director, N. J. State Employment Service.
RAYMOND ANDERSON, President, N. J. State Horticultural Society.
ROSS CLAYTON, President, N. J. State Potato Association.
LESTER JONES, President, N. J. Penna Co-operative Tomato Growers Asso.
THOMAS LAWRENCE, Secretary, N. J. Milk Producers Cooperative Asso.
LOUIS SCHAEBLE, N. J. State Poultry Association.
Unemployment Compensation Commission—SIXTEEN
JOHN SEABROOK, N. J. Canners Association.
DEWEY BOSTER, Crop Reporting Service—U. S. Department of Agriculture.
WALTER H. EDLING, Supervisor Farm Placement, N. J. State Employment Service.

At the Committee's organizational meeting on February 11, 1948 the Committee elected Herbert Voorhees, President of the New Jersey Farm Bureau as Chairman; Franklin Nixon, Master of the New Jersey State Grange, as Vice-Chairman; and Walter Edling of the New Jersey State Employment Service, as Secretary.

The basic plan of operation was outlined and approved by the Committee. Herbert Voorhees extended invaluable assistance to the Employment Service personally and with his Committee.

Under the regulations it is necessary for the Employment Service to certify to the need for the employment of Puerto Rican and Jamaican labor, and to the fact that the use of this labor would not replace available domestic labor, nor depress existing wage scales.

Yields in all crops except tomatoes were about average this year. The wheat crop harvested in New Jersey was the second largest in its history. The tomato yield was below normal, with a state average of about 7½ tons per acre, caused largely by delayed planting due to wet weather in the spring and tomato blight. In addition, there was a cut of about 40% in acreage planted due to failure of the growers and canners to agree on a price.

Local offices report 19,886 agricultural placements 1,501 of which were in non-seasonal farm work. Farm Field Representatives and local office representatives made 3,620 visits to agricultural employers to explain the service and secure orders for workers. At year's end preparations for next season are being made. Farm Field Representatives are assisting local offices in obtaining necessary statistics and other information, and as a result of the knowledge and experience gained this year it is expected that local offices will increase their service to farm employers and workers.

Services to Veterans

The program of Services to Veterans has as its objective the providing of veterans with the maximum of opportunity for gainful employment or vocational training. To help accomplish this, there are designated one or more staff members in all local offices to act as Veterans Employment Representatives, with the specific function of contacting employers to solicit job openings and on-the-job training opportunities for veterans—particularly those veterans who are disabled; insuring that priority of referral is given qualified disabled veterans, non-disabled veterans and non-veterans in that order; conferring with veterans who have a particular employment problem; disseminating occupational information to veterans; and providing information to veterans regarding proper agencies through which veterans services and benefits can be obtained.

Despite reductions in staff, necessitated by the cut in appropriations during the year, services to veterans have been maintained in their entirety, both at the local office and administrative level, an accomplishment aided in some degree by the fact that the number of veterans registered with our offices had decreased 25% at the end of 1948 compared with December 31,

1947. It has been found necessary, in some instances, to apportion some of the duties of the Veterans Employment Representative to other qualified staff members, but without curtailing in the least degree the discharge of the obligations of the New Jersey State Employment Service, prescribed by Public Law 346, 78th Congress, Table IV.

Personnel of the local Employment Service offices adjacent to the Army establishments of Camp Kilmer and Fort Dix registered hospitalized veteran dischargees for employment, gave employment counseling to servicemen about to be discharged at Separation Centers, explained to them the services available through the New Jersey State Employment Service and the state employment services throughout the nation, and aided Army counselors and interviewers by training them in the use of employment service technical tools.

At both the administrative office and local office levels, liasion was maintained with Federal, State and local agencies serving veterans and with veteran organizations. Additional agreements were drawn up during the year to supplement those plans of cooperation between the Employment Service and other agencies already in effect. An agreement with the Veterans Administration was made, providing mainly for the referral by the Veterans Administration to the Employment Service of veterans about to complete training under the GI Bill, for the purpose of job counseling and placement. Another agreement was made with the Veterans Administration hospital at Lyons, which provides for the servicing of veteran patients of the hospital, especially those formerly suffering psychoneurotic disorders for whom immediate employment is necessary to permit discharge from the hospital and to enhance their physical and mental health.

LABOR RELATIONS

The program for maintaining and expanding effective cooperative relations between the Employment Service Division and organized labor groups was continued throughout 1948. Local office managers have been directed to strengthen those relations by insuring that labor groups were extended every opportunity of fully using the services available from the Agency. In order to preserve and further these cordial relations, written statements of policy serving the common interests of the Employment Service Division and various units of organized labor have been drawn up and signed by a number of locals in several local office areas. These agreements cover all phases of employment services and unemployment insurance benefits in which both parties have a community of interest. Such cooperative agreements are available to all organized labor groups who wish to take advantage of these services.

Organized labor groups have been encouraged to bring their employment and claims problems to the local office managers for assistance. Problems which cannot be resolved at that level are referred to the Labor Relations Section of the Bureau of Operations in the Administrative Office.

Unions have cooperated with local offices in the recruiting of labor for all types of jobs, especially in the construction fields. There have been a number of successful cooperative programs in developing on-the-job training and apprenticeship openings for both veteran and non-veteran applicants. Of special interest has been the Jacquard Weaver On-the-Job Training Program. This has been in effect since 1946 resulting in the training and the placement of about 200 Jacquard Weavers. The cooperation the New Jersey State Employment Service has received from the Textile Workers Union (C.I.O.) and the employers' association, the Master Weavers' Institute, contributed immeasurably to the success of the program.

In June 1948 the Supervisor of Labor Relations and other staff members of the Employment Service Division attended the 18th Annual Institute of Labor at Rutgers University. Much was gained from the various forums attended and from the discussions of employment and claims problems with representatives of labor at the Institute.

Arrangements were made by local office managers with the Bureau of Public Relations to discuss the Unemployment Compensation and Temporary Disability Insurance Programs at a number of labor union meetings of the Congress of Industrial Organizations and American Federation of Labor, and numerous speaking engagements before union groups were filled by local office managers.

Bureau of Program Development

The Bureau of Program Development has, during the greater part of the year, consisted of sections identified as follows:

1. Employer Relations and Placement
2. Occupational Analysis and Industry Services
3. Employment Counseling and Selective Placement

Early in 1948, Staff Training and Reports and Analysis Sections were integrated with appropriate staff bureaus of the Unemployment Compensation Commission. This organizational change involved the transfer from Employment Service jurisdiction of 20 units of personnel equally divided between professional and clerical.

As a result of curtailment of the administrative staff of the Employment Service division occasioned by budget reduction, the responsibility for functional supervision of Community Relations activities was as of August 1, 1948 (and so continues) charged to the Counseling and Selective Placement Section.

During the months of June and July, a study was made of applicants seeking work at employers gates. This survey was conducted with the cooperation of management at the plants of 17 employers. Establishments were selected in the area of seven local employment offices in North Jersey, affording diversity of job opportunities. This study was undertaken in an effort to determine:

a. Requirements of employers when hiring workers.
b. Extent to which applicants and claimants seek work through means other than local employment offices of the State Employment Service.
c. Whether applicants applying to employers on their own initiative are more acceptable than those registered with and referred by the local employment office.
d. Reason why local employment offices receive less than all of employers' job openings.

Aggregate employment of approximately 25,000 workers prevailed in the 17 plants and the survey occupied five consecutive working days at each establishment during which period 1,402 persons appeared at the gates seeking employment. Some of the pertinent findings of the survey are indicated in the following tabulation:

43% of those applying at gate were registered for work with the State Employment Service. (A majority of the 57% not registered with the State Employment Service were accounted for in the following groups: — Currently employed; very recently unemployed; recently moved in area.)
19.6% of those applying at gate were active claimants for unemployment benefits.
37% of those hired were registered for work with the State Employment Service.
15.3% of those hired were active claimants for unemployment benefits.
21% of those applying at gate were hired.
36% of those referred by State Employment Service were hired.
84% of those applying at gate were under 36 years of age.
89% of those hired were under 36 years of age.
62% of those hired were represented by orders lodged with the State Employment Service local office.

The survey afforded evidence that employers (at least for occupations represented by available job opportunities during the survey period) hired against substantially the same specifications as those indicated in orders given to the State Employment Service offices. However, it appears that many hirings were rested upon personality or some factors other than specific work experience.

It is highly significant that active claimants for unemployment benefits composed 78% of the placements resulting from local office referrals during the period of the survey. Although the sample is small in relation to the total statewide hirings which occur in any week, the findings of this survey appear to justify the belief that a much greater use of local office services by employers in hiring workers, would enable the achievement of the beneficial objectives expressed in the unemployment compensation legislation with respect to reducing and preventing unemployment and promoting re-employment of unemployed workers. In addition, benefits of a direct character to employers would result, namely, in the reduction of their costs for unemployment compensation by reason of the shorter period of unemployment of former employees whose benefits are charged against their individual accounts.

In October 1948, at the request of the Bureau of Employment Security, Federal Security Agency, a comprehensive report was prepared setting forth the effects of budget curtailment.

In anticipation of the closing of eight local offices detailed data were compiled to enable determination as to proper distribution of workload, reallocation of personnel, need for and location of itinerant service and points from which such service should be provided. On or shortly before December 1, 1948 the number of local offices was reduced from 44 to 36.

STATISTICAL TABLES

CALENDAR YEAR
1948

NOTES TO TABLES

1. The term "Covered Jobs" is used herein to distinguish the data from those of "Covered Workers." The count of "Jobs" is obtained from the quarterly reports, made by employers subject to the law, of the number of workers currently employed at some time near the 15th day of each month. The aggregates reflect therefore total employment on or about the middle of each month. Although some workers may be reported twice if they were on the payrolls of two different employers during the payroll period ending nearest the fifteenth, the extent of such duplication is not serious.

   The use of the term "Covered Worker" in connection with data of covered employment might be misleading since many covered workers (credited with some wages in covered employment for some past statutory period) are not currently at work in *covered* employment.

2. The totals of certain tables showing "Covered Jobs" distributed by counties or other areas of the State do not always agree with the State-wide totals of other tables for the same months. This is caused by differences in compilation dates and to area distribution technicalities which cannot be overcome to achieve complete reconciliation without considerable expense and effort. The differences are small and are not considered to detract from the usefulness of the area data.

TABLE 1

NEW JERSEY COVERED EMPLOYMENT WAGE DATA

	Wages Subject to Contributions	*Total of All Wages Paid to Covered Workers*	*Ratio of Subject Wages to Total Wages*	*Average Number of Covered Jobs*	*Total Wages Paid Per Covered Job*
1939	$1,294,768,947	$1,294,768,947	1.00	901,361	$1,436
1940	1,366,507,887	1,491,751,420	.92	973,983	1,532
1941	1,798,326,465	1,960,888,895	.92	1,127,483	1,739
1942	2,329,343,488	2,591,716,067	.90	1,228,218	2,110
1943	2,760,014,464	3,130,568,363	.88	1,297,404	2,413
1944	2,824,576,663	3,281,435,359	.86	1,254,859	2,615
1945	2,596,447,897	2,995,275,679	.87	1,138,403	2,631
1946	2,799,642,899	3,243,362,845	.86	1,221,672	2,655
1947	3,088,766,742	3,694,974,122	.84	1,281,488	2,883
1948	3,300,000,000	3,950,000,000	.84	1,308,000	3,020

NOTES:

Wages subject to contributions exclude those amounts in excess of $3,000 earned by any worker during any calendar year.

Wage data are those statistically tabulated 6 months after the close of the year and will not therefore reconcile exactly with current accounting data of contributions.

Data of last column, "Wages per Job" is an abstract figure which does not indicate average earnings of workers.

Data for 1948 are preliminary estimates.

TABLE 2

SELECTED DATA OF COVERAGE AND CONTRIBUTIONS

Year	*Number of Covered Employers As of Dec. 31st*	*Number of Covered Jobs As of September*	*Employer Contributions*[3]	*Worker Contributions*[3]	*Effective Employer Contribution Rate*
1937	......	925,358	$32,688,939[2]	....	1.8%
1938	16,378	856,231	31,146,177	$10,562,879	2.7%
1939	17,169	929,461	34,305,185	11,660,718	2.7%
1940	18,026	1,014,651	36,184,263	13,307,552	2.7%
1941	19,287	1,190,484	48,543,376	17,875,481	2.7%
1942	19,643	1,260,056	37,690,659	23,267,625	1.62%
1943	19,154	1,307,988	51,731,575	27,642,976	1.87%
1944	19,795	1,237,995	52,437,852	28,266,520	1.86%
1945	20,299	1,042,156	42,214,156	25,896,124	1.63%
1946	34,496[1]	1,269,208	46,414,607	27,712,005	1.66%
1947	37,987	1,281,488	57,249,223	30,642,248	1.85%
1948[4]	40,209	1,320,000	48,500,000	33,000,000[5]	1.47%
TOTAL			$519,106,012	$249,834,128	

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[1] Increase caused chiefly by extension of coverage to employers of 4 or more effective Jan. 1, 1946 involving approximately 10,000 new accounts.

[2] Includes contributions for periods in 1936, made at 0.9% rate.

[3] Contribution data for years prior to 1944 are approximate having been adjusted statistically to remove $4,268,521 transferred to the Railroad Retirement Board which was paid by Class I railroads and to allow for accounting items difficult to distribute over those years. The total for the eight years is in agreement however with the Chief Accountant's most recent statement for that period.

[4] Contribution data for 1948 include estimates for contributions not yet credited to the Unemployment Compensation Trust Fund at the close of the year. Number of covered jobs for September 1948 is a preliminary estimate.

[5] Includes an estimated $18,000,000 earmarked for the Disability Benefits Fund.

TABLE 3

EMPLOYER EXPERIENCE RATING DISTRIBUTION OF FIRST HALF 1948 EXPERIENCE RATING ACCOUNTS* ACCORDING TO CONTRIBUTION RATES ASSIGNED

BY MAJOR INDUSTRY DIVISIONS

		Distribution of Accounts					
Industry Division		*All Accounts*	*Rated 0.9%*	*Rated 1.8%*	*Rated 2.7%*	*Rated 3.6%(a)*	*Not Rated 2.7%(b)*
All Divisions	Accts.	36,758	5,600	4,422	4,747	3,153	18,836
	%	100.00	15.23	12.03	12.91	8.58	51.25
Manufacturing	Accts.	9,354	1,338	1,514	1,850	1,505	3,147
	%	100.00	14.30	16.19	19.78	16.09	33.64
Contruction Contracting	Accts.	4,573	317	395	636	400	2,825
	%	100.00	6.93	8.64	13.91	8.75	61.77
Transportation, Communication and Utilities	Accts.	1,781	336	301	214	89	841
	%	100.00	18.87	16.90	12.02	5.00	47.21
Wholesale and Retail Trade	Accts.	13,800	2,141	1,468	1,243	741	8,207
	%	100.00	15.51	10.64	9.01	5.37	59.47
Finance, Insurance and Real Estate	Accts.	1,979	629	174	106	57	1,013
	%	100.00	31.78	8.79	5.36	2.88	51.19
Miscellaneous Services	Accts.	4,925	779	542	666	292	2,646
	%	100.00	15.82	11.01	13.52	5.93	53.72
Agriculture, Forestry and Fishing	Accts.	189	11	12	21	64	81
	%	100.00	5.82	6.35	11.11	33.86	42.86
Mining and Quarrying	Accts.	83	40	15	9	2	17
	%	100.00	48.19	18.07	10.84	2.41	20.49
Unclassified by Industry	Accts.	74	9	1	2	3	59
	%	100.00	12.16	1.35	2.70	4.05	79.74

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* An account or group of contributors whose 1948 contribution rates were based singly or collectively upon past contributions, benefit charges and average annual wages.

(a) Includes 1,472 accounts with more benefits charged than contributions paid in less than three years of experience.

(b) Not rated, includes 282 old accounts with one or more of last three years without contributions.

APPROXIMATE DISTRIBUTION OF TAXED PAYROLLS ACCORDING TO RATE GROUPS

Contribution Rate Group	*1946 Payrolls According to 1947 Rates Assigned*	*1947 Payrolls According to 1948 Rates Assigned*	*Percent Distribution 1946*	*Percent Distribution 1947*
0.9%	$ 820,872,297	$ 904,301,488	29.3	29.5
1.8%	1,022,733,245	1,030,140,031	36.6	33.6
2.7%	547,140,150	687,213,672	19.6	22.4
3.6%	93,366,566	126,248,533	3.3	4.1
2.7% (Not Rated)	314,195,835	318,919,473	11.2	10.4
TOTAL	$2,798,308,093	$3,066,823,197	100.0	100.0

TABLE 4
NEW JERSEY COVERED EMPLOYMENT
TRENDS IN COVERED JOBS, BY INDUSTRY GROUPS

	Reported by Employers for September of each year						*June*
	1942	*1943*	*1944*	*1945*	*1946*	*1947*	*1948*
Industry Divisions—							
TOTAL, ALL INDUSTRIES	1,260,056	1,307,988	1,237,995	1,042,156	1,269,208	1,302,435	1,318,831
Manufacturing Industries	864,349	949,549	892,380	691,397	780,022	769,890	766,752
Wholesale & Retail Trade	153,642	144,787	143,387	145,604	207,485	224,025	236,161
Transportation Services	39,646	42,942	43,134	41,539	46,915	55,561	51,230
Communications & Utilities	35,067	32,958	32,039	33,323	42,296	45,229	46,653
Hotels, Amusements & Small Services	62,404	59,700	59,813	60,205	84,492	89,336	91,527
Finance, Insurance & Real Estate	41,468	36,867	34,568	33,577	42,308	44,940	47,004
Construction Contracting	57,554	35,609	27,717	31,560	59,467	66,705	72,511
Mining, Agriculture and Other	5,926	5,576	4,957	4,951	6,223	6,749	6,993
Manufacturing Sub-Groups—							
Ordnance, Shells, etc.	13,801	36,058	33,048	15,149	......	......	......
Food Products	45,432	45,644	44,128	45,441	50,948	55,671	49,174
Tobacco Products	8,500	5,866	5,433	5,711	5,593	5,408	4,772
Textile Mill Goods	61,326	56,827	52,874	51,209	65,351	66,249	70,175
Apparel and Related Goods	81,622	71,390	67,912	65,386	79,743	80,801	80,241
Lumber and Products	11,042	9,824	10,015	9,351	15,178	12,732	13,463
Paper and Allied Products	15,101	16,228	16,479	17,766	20,501	21,167	22,123
Printing, Publishing, etc.	12,791	12,212	12,075	13,014	16,534	18,061	19,149
Chemicals, Paints & Explosives	73,974	77,507	75,855	73,884	84,565	86,298	84,922
Petroleum Products	14,629	14,264	13,956	14,153	16,245	17,631	17,658
Rubber Goods	15,002	15,773	15,632	14,963	17,034	17,285	16,156
Leather Goods	12,089	10,548	8,909	8,344	11,156	11,771	11,094
Stone, Clay and Glass	29,951	28,839	25,485	24,080	30,459	29,879	30,636
Shipbuilding and Repair[1]	84,526	113,148	96,324	53,937	30,138	12,126	21,863
Aircraft, Engines and Parts	68,554	98,109	94,892	30,939	17,777	11,152	11,352
Electrical Goods Industries	113,870	133,717	133,161	91,798	105,607	100,002	95,193
Automotive Industry	8,898	11,101	10,868	8,477	12,851	13,876	13,170
Non-Electrical Machinery	68,926	67,400	60,708	46,081	63,237	66,845	66,226
All Other Manuafcturing	124,315	125,094	114,626	101,714	137,105	142,936	139,385

Data for June 1948 are preliminary.

[1] Includes some employment in Land Transportation Equipment.

Group designated "All Other Manufacturing" includes:Primary Metal industries, Finished Metal Products and Miscellaneous Fabricated Products.

Table 5

NEW JERSEY COVERED EMPLOYMENT
CHANGES IN SPECIFIC INDUSTRY GROUPS 1947 TO 1948

Comparison of Second Quarter Data

	Employer Units		*Number of Jobs—June*		*Total Wages—Second Quarter*	
	1947	*1948*	*1947*	*1948*	*1947*	*1948*
Grand Total, All Industries	36,064	39,517	1,270,507	1,318,831	$889,510,539	$988,300,404
Subtotal, Manufacturing Groups	9,439	9,943	753,382	766,752	560,912,146	603,687,340
Subtotal, Non-Manufacturing	26,625	29,574	517,125	552,079	328,598,393	384,613,064
Manufacturing Groups—						
Food and Kindred Products	653	668	46,092	49,174	32,039,403	36,081,189
Tobacco Manufacturing	30	28	5,049	4,772	2,424,930	2,558,812
Textile Mill Products	858	905	63,507	70,175	46,783,763	56,790,878
Apparel and Needle Products	2,143	2,245	69,393	80,241	37,265,302	44,784,642
Lumber and Wood Products	209	217	5,177	5,262	3,499,071	3,588,469
Furniture and Fixtures	230	260	7,144	8,201	4,929,567	6,028,427
Paper and Allied Products	214	233	20,964	22,123	16,613,538	18,327,842
Printing and Publishing	476	532	17,386	19,149	14,258,941	17,027,205
Chemical Industry	653	714	86,878	84,922	71,898,283	73,795,404
Petroleum and Coal Products	48	51	17,084	17,658	16,026,065	17,527,290
Rubber Industry	90	89	17,414	16,156	13,749,942	12,477,065
Leather Industry	245	238	10,096	11,094	6,442,855	7,183,997
Stone, Glass and Ceramics	387	406	29,764	30,636	20,611,379	22,543,903
Primary Metal Products	257	258	40,987	37,694	31,890,280	30,462,948
Fabricated Metal Products	692	764	43,535	41,435	32,185,685	33,208,176
Machinery (except Electrical)	847	886	67,819	66,226	54,381,921	56,732,782
Electrical Goods and Machines	342	354	98,363	95,193	71,765,693	78,650,271
Automobile Industry	47	60	13,800	13,170	10,907,559	10,753,095
Aircraft Industry	20	17	14,344	11,352	12,857,986	10,278,985
Shipbuilding Industry	108	94	23,913	20,910	19,613,251	17,977,385
Miscellaneous Vehicles	3	5	1,187	953	1,132,776	777,519
Instruments and Clocks	141	144	16,285	20,206	12,346,090	16,779,620
Miscellaneous Small Goods	746	775	37,201	40,050	27,287,866	29,351,436

Non-Manufacturing Groups—						
Farms and Nurseries	30	32	570	626	371,719	413,715
Special Agri. Services	94	103	949	1,218	525,343	721,769
Fishing and Oystering	63	68	777	907	425,622	455,464
Metal Mining	7	7	1,879	2,017	1,250,636	1,482,262
Non-Metallic Extraction	88	91	2,060	2,174	1,539,632	1,718,273
Building Contractors	1,096	1,393	19,968	27,802	16,133,089	25,821,998
Other General Contractors	393	427	9,459	11,124	6,542,253	9,158,203
Special Trade Contractors	2,726	3,124	28,813	33,585	22,662,956	28,694,275
Public Land Transportation	113	111	9,664	9,360	7,054,224	7,416,985
Other Transportation Services	1,534	1,667	45,306	41,870	30,692,269	31,764,604
Communications	13	12	27,427	27,668	13,984,923	18,953,267
Public Utilities	109	112	18,062	18,985	13,708,179	15,484,418
Wholesale Trade	3,805	4,188	66,843	72,876	52,013,136	59,215,107
Retail General Merchandise	346	366	29,005	30,103	13,381,401	15,176,784
Food and Liquor Stores	1,698	1,862	33,952	35,767	21,346,998	24,262,141
Retail Automotive	909	1,061	13,008	15,647	10,418,303	13,487,872
Retail Apparel, etc.	1,154	1,267	14,550	15,362	8,052,490	8,734,743
Miscallaneous Retail Trade	2,410	2,696	24,661	27,504	15,796,721	18,432,596
Eating and Drinking Places	2,968	3,311	34,863	36,570	14,469,912	15,394,739
Retail Filling Stations	318	364	2,139	2,332	1,151,752	1,317,638
Finance, Insurance and Real Estate	2,013	2,092	44,258	47,004	30,769,785	34,292,587
Hotels and Lodging	417	438	16,466	15,445	6,284,492	6,267,779
Laundry Services	337	375	15,947	15,882	8,080,411	8,475,772
Other Personal Services	980	1,072	11,445	11,845	5,653,390	6,148,346
Other Small Services	1,311	1,503	19,666	22,226	14,763,314	18,147,594
Motion Pictures and Amusements	624	664	16,779	16,395	6,667,625	7,347,010
Professional and Social Services	593	668	5,297	6,055	3,245,137	3,973,753
Unclassified	476	500	3,312	3,730	1,612,681	1,853,370

TABLE 6

NEW JERSEY COVERED EMPLOYMENT

Total Number of All Jobs Reported by Employers

	1940	*1941*	*1942*	*1943*	*1944*	*1945*	*1946*	*1947*	*1948*
January	917,187	1,016,542	1,162,198	1,261,427	1,288,096	1,206,996	1,111,234	1,276,200	1,287,646
February	918,899	1,041,399	1,172,856	1,269,797	1,281,816	1,206,913	1,098,540	1,272,642	1,281,575
March	934,643	1,067,066	1,205,246	1,292,066	1,281,998	1,209,389	1,153,618	1,281,026	1,290,477
April	939,282	1,085,014	1,220,865	1,298,778	1,276,014	1,200,664	1,200,519	1,250,920	1,305,810
May	949,489	1,112,756	1,219,681	1,303,278	1,271,291	1,192,507	1,221,793	1,245,766	1,308,019
June	966,774	1,140,894	1,230,557	1,315,470	1,270,570	1,183,560	1,245,069	1,281,349	1,318,831
July	966,273	1,165,501	1,242,812	1,304,118	1,250,024	1,156,909	1,247,110	1,264,731	....
August	995,809	1,183,725	1,258,751	1,311,028	1,245,590	1,130,973	1,267,514	1,284,845	....
September	1,014,651	1,190,484	1,260,056	1,307,988	1,237,995	1,042,156	1,269,208	1,302,435	....
October	1,023,461	1,183,678	1,262,367	1,305,524	1,224,178	1,029,664	1,271,334	1,300,251	....
November	1,032,442	1,179,680	1,255,609	1,312,710	1,221,608	1,044,201	1,281,541	1,303,928	....
December	1,028,885	1,163,052	1,247,620	1,286,662	1,209,131	1,056,902	1,292,594	1,313,761	....
				Jobs in	*Manufacturing*	*Industries*			
January	585,316	651,760	778,269	904,076	943,972	875,973	686,160	784,942	776,668
February	587,434	677,435	789,747	917,681	940,187	875,574	670,051	787,116	779,372
March	591,543	691,657	803,667	931,118	933,153	871,099	708,292	786,254	774,719
April	592,548	699,155	813,488	935,135	925,116	861,332	730,980	752,016	769,666
May	593,957	718,457	816,561	941,318	918,551	853,145	746,102	736,746	763,775
June	604,012	738,274	823,396	952,541	915,644	839,464	756,841	754,246	766,752
July	605,018	753,662	833,762	944,831	899,816	808,747	751,565	733,556	....
August	632,598	771,655	856,170	953,980	899,092	783,710	770,014	753,991	....
September	647,726	776,217	864,349	949,549	892,380	691,397	780,022	769,890	....
October	652,491	777,004	873,895	948,281	883,470	678,875	780,904	776,661	....
November	658,133	771,930	873,477	949,668	874,870	682,785	781,973	777,690	....
December	651,606	759,536	873,610	931,648	864,935	684,288	782,218	778,896	....

Data for third and fourth quarters of 1948 are not yet available; other 1948 data are preliminary.
Extension of coverage Jan. 1, 1946 accounted for an increase of about 60,000 jobs.

TABLE 7
COVERED EMPLOYER-UNITS AND JOBS
REPORTED BY EMPLOYERS FOR SEPTEMBER, 1947

	All Industries		*Manufacturing*		*Trade*[1]		*Contract Construction*	
County	*Units*	*Jobs*	*Units*	*Jobs*	*Units*	*Jobs*	*Units*	*Jobs*
Atlantic	1,491	34,173	166	6,370	694	9,972	186	2,064
Bergen	3,191	87,501	790	53,646	1,075	14,072	574	6,400
Burlington	550	18,455	143	12,851	229	2,712	64	625
Camden	1,685	73,295	327	46,444	734	12,072	222	3,198
Cape May	325	5,388	44	1,461	123	1,561	68	546
Cumberland	683	25,538	175	17,647	282	3,717	53	568
Essex	8,799	294,167	2,385	147,037	3,216	62,751	769	12,307
Gloucester	390	12,795	84	8,587	174	1,951	43	471
Hudson	5,787	224,294	2,081	148,787	1,922	28,662	394	5,772
Hunterdon	235	6,153	47	3,659	98	1,260	34	405
Mercer	1,760	67,959	342	42,121	768	12,260	191	3,774
Middlesex	1,754	78,502	477	57,242	716	9,491	185	4,509
Monmouth	1,696	34,021	263	12,405	746	8,997	241	2,184
Morris	963	24,036	169	11,907	398	4,721	137	1,530
Ocean	493	5,042	52	850	183	1,675	72	467
Passaic	3,436	114,240	1,223	80,577	1,183	15,693	314	3,670
Salem	263	16,085	44	13,601	132	1,238	27	356
Somerset	535	24,565	97	19,193	202	2,237	103	1,294
Sussex	218	4,633	40	1,523	92	855	25	208
Union	2,761	107,398	665	68,672	1,091	15,923	376	6,274
Warren	333	12,930	79	10,276	140	1,288	35	454
Undistributed*	1,437	23,102	31	886	649	9,690	545	7,970
STATE TOTAL	38,785	1,294,272	9,724	765,742	14,847	222,798	4,658	65,046
Selected Cities:								
Newark	5,859	202,494	1,744	93,460	2,138	44,523	341	7,035
Jersey City	2,211	81,436	567	40,836	842	12,335	139	2,102
Paterson	1,891	47,904	737	29,684	637	8,149	115	1,666
Hackensack	455	8,433	77	1,891	206	3,314	65	667
Trenton	1,362	49,290	271	29,403	609	9,798	129	1,864
Camden	984	56,924	185	40,256	433	7,672	100	1,693
Atlantic City	1,094	25,684	68	1,887	534	8,142	104	1,438
Elizabeth	855	36,018	210	24,596	377	5,230	79	796

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[1] Wholesale and Retail Trade including Eating and Drinking places, Filling Stations, etc.

* Includes Jobs of all state-wide sales and promotional agents, service and route men; short-time contractural jobs; and all others covered by the Unemployment Compensation Law but wihout specific or permanent place of work within the State.

TABLE 8

COVERED EMPLOYER-UNITS AND JOBS

REPORTED BY EMPLOYERS FOR SEPTEMBER, 1947

County	*Public Service*[2] *Units*	*Jobs*	*Finance Insurance & Real Estate* *Units*	*Jobs*	*Hotels Amusements & Small Services* *Units*	*Jobs*	*Mining Agriculture & Unclassified* *Units*	*Jobs*
Atlantic	53	3,011	98	899	289	11,821	5	36
Bergen	199	6,820	149	1,710	385	4,669	19	184
Burlington	40	1,296	16	227	53	640	5	104
Camden	76	5,031	88	1,707	230	4,741	8	102
Cape May	31	642	15	104	37	993	7	81
Cumberland	55	1,404	21	236	61	925	36	1,041
Essex	398	24,855	660	26,165	1,345	20,837	26	215
Gloucester	29	1,023	14	202	40	494	6	67
Hudson	421	26,540	401	4,508	561	9,999	7	26
Hunterdon	20	409	3	45	26	245	7	130
Mercer	74	3,439	85	1,580	290	4,682	10	103
Middlesex	106	3,718	56	686	198	2,380	16	476
Monmouth	81	3,388	79	1,066	255	5,766	31	215
Morris	65	1,863	43	511	128	2,428	23	1,076
Ocean	36	649	13	103	114	1,015	23	283
Passaic	163	6,495	189	2,138	352	5,333	12	334
Salem	28	668	6	27	26	195	...	...
Somerset	35	753	21	190	68	520	9	378
Sussex	14	185	14	269	27	357	6	1,236
Union	142	6,837	121	1,506	339	7,949	27	237
Warren	20	309	14	77	40	449	5	77
Undistributed*	43	1,054	56	945	105	2,290	8	267
STATE TOTAL	2,129	100,389	2,162	44,901	4,969	88,728	296	6,668
Selected Cities:								
Newark	262	19,204	482	24,144	889	14,106	3	22
Jersey City	184	17,765	205	2,516	268	5,859	6	23
Paterson	85	3,936	111	1,347	204	3,112	2	10
Hackensack	14	1,678	31	369	61	510	1	4
Trenton	48	3,024	73	1,483	231	3,716	1	2
Camden	34	3,435	68	1,520	163	2,345	1	3
Atlantic City	26	2,493	87	777	252	10,928	3	19
Elizabeth	52	3,380	38	653	95	1,327	4	36

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[2] Communications, Utilities and Transportation Services except Class I Railroads.

* Includes Jobs of all state-wide sales and promotional agents, service and route men; short-time contractural jobs; and all others covered by the Unemployment Compensation Law but without specific or permanent place of work within the State.

Table 9

COVERAGE AND WAGE DATA, BY COUNTIES AND SELECTED CITIES

(Preliminary Data)

	Coverage June, 1948		*Estimated 1948 Wage Data*	
County	*Units*	*Jobs*	*Total Wages*	*Taxable Wages*
Atlantic	1,568	34,388	$ 72,062,806	$ 60,204,370
Bergen	3,508	93,555	286,752,404	239,565,300
Burlington	587	18,243	49,606,584	41,443,475
Camden	1,850	71,474	212,206,042	177,286,060
Cape May	340	5,933	12,347,074	10,315,277
Cumberland	735	24,693	60,782,208	50,780,073
Essex	9,326	299,400	917,495,163	766,514,946
Gloucester	451	13,985	43,800,289	36,592,647
Hudson	6,095	226,342	707,338,739	590,941,225
Hunterdon	258	6,440	17,680,352	14,770,927
Mercer	1,901	69,051	195,373,641	163,223,548
Middlesex	1,874	81,463	249,656,138	208,573,482
Monmouth	1,806	35,290	81,088,475	67,744,802
Morris	1,065	26,234	74,188,179	61,979,998
Ocean	539	5,573	13,379,827	11,178,083
Passaic	3,629	119,568	361,961,673	302,398,360
Salem	271	15,218	49,730,664	41,547,137
Somerset	586	24,599	75,371,788	62,968,836
Sussex	246	5,067	13,010,879	10,869,848
Union	3,022	109,945	352,135,772	294,189,379
Warren	342	13,017	35,812,253	29,919,097
Undistributed	1,262	20,157	68,219,050	56,993,130
Cities:				
Newark	6,119	202,018	$621,457,071	$519,191,983
Jersey City	2,324	76,296	229,540,660	191,768,146
Paterson	1,975	50,244	147,878,478	123,544,045
Elizabeth	924	37,452	111,814,845	93,414,934
Trenton	1,455	49,175	138,249,197	115,499,329
Camden	1,065	54,842	166,238,932	138,883,158

TABLE 10

ESTIMATED DISTRIBUTION OF 1948 CONTRIBUTIONS AND BENEFIT PAYMENTS BY COUNTY

			Benefit Payments	
County	*Employer Contributions*	*Worker Contributions*	*Unemployment Compensation*	*Servicemen's Readjustment Allowances*
Atlantic	$ 921,500	$ 627,000	$ 1,917,726	$ 742,710
Bergen	3,589,000	2,442,000	3,469,850	1,290,901
Burlington	630,500	429,000	767,090	495,140
Camden	2,667,500	1,815,000	2,445,100	1,273,218
Cape May	145,500	99,000	335,602	229,887
Cumberland	776,000	528,000	1,438,295	371,355
Essex	11,446,000	7,788,000	10,219,835	3,766,602
Gloucester	533,500	363,000	575,318	318,304
Hudson	8,827,000	6,006,000	7,391,189	3,094,627
Hunterdon	242,500	165,000	191,773	106,101
Mercer	2,425,000	1,650,000	1,965,669	778,078
Middlesex	3,104,000	2,112,000	2,301,271	972,597
Monmouth	1,018,500	693,000	2,061,556	919,546
Morris	921,500	627,000	623,261	300,621
Ocean	194,000	132,000	287,659	212,203
Passaic	4,510,500	3,069,000	3,855,519	1,025,648
Salem	630,500	429,000	287,659	123,785
Somerset	921,500	627,000	623,261	229,887
Sussex	145,500	99,000	191,773	88,418
Union	4,413,500	3,003,000	2,828,646	1,202,484
Warren	436,500	297,000	191,773	141,469
TOTAL, ALL COUNTIES	$48,500,000	$33,000,000	$43,969,825	$17,683,581
Payments to Out-of-State Residents				
To Commuters			$ 2,253,328	
To Interstate Claimants			$ 1,720,000	

Table 11

ANNUAL DATA OF CLAIMS AND BENEFIT EXPERIENCE

	New Claims Allowed	*First Payments*	*Proportion of Valid Claims Not Compensated*[1]	*Benefit Payments*[2]	*Weeks of Unemployment Compensated*	*Average Weekly Payment*[3]	*Number of Payments Per First Payments*[4]
1939	279,829	208,021	25.7%	$14,910,745	1,540,588	$ 9.68	7.4
1940	275,179	203,963	25.9%	15,985,503	1,692,067	9.45	8.3
1941	252,097	176,818	29.9%	15,219,585	1,410,293	10.79	8.0
1942	198,674	163,722	17.6%	17,878,245	1,422,436	12.57	8.7
1943	67,602	46,734	30.9%	5,247,158	366,154	14.33	7.8
1944	59,039	36,043	39.0%	3,983,935	255,619	15.59	7.1
1945	276,959	206,802	25.3%	36,604,655	1,834,000	19.96	8.9
1946	294,593	221,722	24.7%	78,898,356	3,907,788	20.19	17.6
1947	276,081	231,688	16.1%	56,124,292	2,927,748	19.17	12.6
1948	256,214	207,579	19.0%	47,943,153	2,463,518	19.46	11.9

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[1] The difference between New Claims Allowed and First Payments expressed in percent of New Claims Allowed; a rough measure of the extent to which claimants returned to employment before acquiring compensability.

[2] Gross monthly disbursements, unadjusted for redeposits and refunds.

[3] The arithmetical relationship between the data of the preceding two columns; only a rough value since it is depressed by inclusion of the small payments made for weeks of Partial and Part-Total unemployment.

[4] A very rough measure of duration of payments to *beneficiaries* and is inflated by data of payments for Partial and Part-Total unemployment. Because of carry-over of unexpired benefit years, the true duration lies somewhere between a pair of these abstract figures for any two years.

TABLE 12

ANNUAL DATA OF LOCAL OFFICE CLAIMS INTAKE

UNEMPLOYMENT COMPENSATION CLAIMS

	New Claims	Additional Claims	Waiting Weeks	Compensable Weeks	Agent State Claims	
					Initial	Continued
1939	330,623	......[1]	680,794	1,515,086	9,054	56,907
1940	289,479	152,637	669,600	1,672,171	16,093	104,576
1941	270,000	139,357	384,760	1,438,325	16,505	96,717
1942	202,107	118,177	216,150	1,386,758	13,458	76,851
1943	65,476	47,175	62,954	345,124	4,058	22,565
1944	59,818	31,922	49,603	254,256	2,825	13,417
1945	310,136	69,559	258,787	1,949,743	8,253	38,997
1946	300,485	133,676	262,485	3,789,256	16,904	134,450
1947	298,152	171,659	253,396	2,919,777	15,892	111,902
1948	304,470	206,244	239,499	2,494,947	16,232	109,566

DEFINITIONS

A "New" claim is one filed on the initial claim form (B-4) as an application for determination of benefit rights.
An "Additional" claim is one filed within a benefit year to give notice of the beginning of a second or subsequent spell of unemployment.
A "Waiting week" is a period of 7 days served within the benefit year to meet statutory requirements.
"Compensable Week" claims are filed currently for each completed week of unemployment.
"Agent State" claims are filed in New Jersey local offices for transmittal to other states which are "liable" for payments.

[1] Data not available for 1939.

TABLE 13

ANNUAL DATA OF SERVICEMEN'S READJUSTMENT ALLOWANCES

CLAIMS AND BENEFITS FOR WEEKS OF UNEMPLOYMENT (OR SICKNESS)

Year	*First Claims Filed*	*Determined Entitled*	*Additional Claims*	*Number of First Payments*	*Weeks Compensated*	*Number of Exhaustions*	*Benefits Disbursed*
1944	2,998	2,668	223	1,841	8,963	......	$ 178,508
1945	66,324	59,028	7,004	44,199	319,601	376	6,382,217
1946	198,905	203,074	89,848	196,613	3,380,559	4,334	67,511,459
1947	37,190	36,309	124,219	35,896	1,706,919	18,689	34,062,765
1948	20,283	20,427	93,269	19,743	887,436	10,134	17,683,581
TOTALS	325,700	321,506	314,563	298,292	6,303,478	33,533	$125,818,530

CLAIMS AND BENEFITS TO SELF-EMPLOYED FOR MONTHS OF LOW EARNINGS

	First Claims	*Total Monthly Claims*	*Months Compensated*	*Benefits Disbursed*
1944	23	32	....	....
1945	188	641	567	$ 43,253
1946	2,531	10,058	8,899	827,904
1947	1,960	12,037	11,920	1,113,577
1948	1,692	6,940	6,777	630,000
TOTALS	6,394	29,708	28,163	$2,614,734

TABLE 14

INSURED UNEMPLOYMENT IN NEW JERSEY

	Combined Total	*Unemployment Compensation Claimants*	*Servicemen's Readjustment Allowance Claimants*
1945			
July	16,589	12,870	3,719
August	75,998	70,485	5,513
September	117,100	109,027	8,073
October	121,946	108,708	13,238
November	133,993	113,329	20,664
December	154,040	123,413	30,627
1946			
January	186,726	138,182	48,544
February	215,651	145,870	69,781
March	199,331	116,082	83,249
April	177,565	86,840	90,725
May	170,693	81,553	89,140
June	168,491	75,852	92,639
July	164,611	72,252	92,359
August	153,501	62,178	91,323
September	142,639	62,364	80,275
October	121,393	61,819	59,574
November	109,499	58,322	51,177
December	110,724	61,797	48,927
1947			
January	125,804	72,844	52,960
February	117,392	67,928	49,464
March	119,798	73,447	46,351
April	120,683	78,309	42,374
May	123,710	83,657	40,053
June	126,336	84,007	42,329
July	133,754	90,410	43,344
August	112,585	71,619	40,966
September	93,966	58,738	35,228
October	84,775	57,142	27,633
November	81,314	57,149	24,115
December	80,974	57,097	23,877
1948			
January	101,936	71,912	30,024
February	105,507	76,044	29,463
March	102,712	74,637	28,075
April	95,693	71,477	24,216
May	93,641	70,732	22,909
June	91,291	68,095	23,196
July	104,112	77,990	26,122
August	85,890	62,757	23,133
September	73,297	52,375	20,922
October	65,380	51,613	13,767
November	67,926	54,729	13,197
December	82,201	67,461	14,740

Counts of the insured, or registered, unemployed are made for one week in each month, usually the second full calendar week of the month. They are based on the record of appearances in local offices during such week of persons certifying to unemployment for unemployment insurance purposes. Workers insured under the Railroad Retirement Board are therefore not included, and the data are adjusted to exclude non-residents of New Jersey, those partially employed and veterans who filed claims for weeks of sickness.

Table 15

CLAIMS DETERMINATION ACTIVITIES

Calendar Year 1948

Month	*New Claims Received*	*Total* Dispositions*	*Initial Determinations*		*Other Dispositions*	*Request for Review Received*[1]
			Allowances	*Disallowances*		
January	35,867	28,429	24,784	2,392	1,253	427
February	26,632	31,098	26,649	3,415	1,034	651
March	25,688	32,798	28,243	3,334	1,221	867
April	29,781	30,806	27,775	2,021	1,010	606
May	22,142	23,040	21,039	1,232	769	490
June	24,752	23,875	20,549	2,535	791	441
July	34,222	21,323	17,249	3,224	850	415
August	18,161	25,824	21,388	3,810	626	512
September	17,174	22,906	19,021	3,117	768	416
October	22,093	19,495	15,234	3,510	751	354
November	24,762	20,998	16,778	3,041	1,179	376
December	41,378	21,651	17,505	3,157	989	447
TOTAL	322,652	302,243	256,214	34,788	11,241	6,002

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* Total dispositions include the carry-over of claims from 1946.

[1] Requests for Review include only those which involved a question of benefit rights.

Table 16

BUREAU OF BENEFIT ACTIVITIES

Calendar Year 1948

Month	*Compensable Week Claims Received*[1]	*Interstate Claims Received*[2]		*First Payments Issued*	*Individuals Exhausting Wage Credits*	*Weeks of Unemployment Compensated*
		Initial	*Continued*			
January	228,085	2,037	11,155	19,785	6,386	225,002
February	238,560	1,663	11,677	20,732	5,077	206,641
March	272,906	1,570	13,338	25,903	6,124	265,071
April	251,920	1,519	11,277	20,048	7,569	259,586
May	225,081	1,177	9,569	19,301	5,356	207,189
June	244,062	1,319	10,466	18,560	5,879	239,044
July	217,527	1,280	9,099	14,292	5,156	202,458
August	193,288	1,241	9,582	14,070	4,251	176,041
September	179,024	1,149	8,046	13,877	4,864	176,110
October	161,466	1,403	7,888	14,333	4,589	177,084
November	185,239	1,777	10,043	12,620	3,830	164,264
December	212,338	1,979	11,309	14,058	3,626	165,028
Total	2,609,496	18,114	123,449	207,579	62,707	2,463,518

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[1] Includes interstate compensable claims.

[2] Claims taken in other states and transmitted to New Jersey for payment as "liable" state.

TABLE 17

PROGRAM OF UNEMPLOYMENT BENEFITS FOR SEAMEN

(WORKERS UNDER WAR SHIPPING ADMINISTRATION)

			Amount of Unemployment Compensated				
			Number of Weeks Compensated				
1948	*Total Claim Determinations*	*Rejected Because of Insufficient Wage Credits*	*W.S.A. Credits*	*Combined Credits*	*Total Amount of Benefits*	*Amount Carried by W.S.A.*	*Amount Charged to State Fund*
January	81	30	516	138	$ 13,450	$11,753	$ 1,697
February	153	64	352	141	9,953	8,195	1,758
March	124	47	529	218	14,165	11,909	2,256
April	96	40	466	149	12,823	10,700	2,123
May	66	37	327	156	9,812	7,746	2,066
June	93	38	342	129	9,433	7,831	1,602
July	48	21	306	129	8,944	7,168	1,776
August	91	53	208	92	5,866	4,664	1,202
September	75	44	133	51	3,685	2,975	710
October	47	33	194	65	5,364	4,516	848
November	122	82	180	60	4,956	4,122	834
December	52	30	199	38	5,019	4,773	246
TOTAL	1,048	519	3,752	1,366	$103,470	$86,352	$17,118
1947							
July-December	881	306	1,800	681	$ 50,304	$41,100	$ 9,204

NOTE

This program was authorized by Congress under Title XIII of the Social Security Act and is carried on through agreement of State agencies with the Federal Security Administration. Payments for unemployment to seamen who performed services for the War Shipping Administration are made on the basis of State unemployment compensation laws utilizing as wage credits a combination of those on record for private employment within the State with those on record with Federal agencies for W.S.A. services. As shown by the last two columns, benefit costs are shared by the State and the Federal government in proportion to wage credits utilized. The program began July 1947 and will end June 30, 1949.

Table 18

UNEMPLOYMENT COMPENSATION ACTIVITIES IN LOCAL OFFICES

Calendar Year 1948

			Claims Filed in Local Offices					
			Compensable Claims[2]		*Waiting Week Claims*[2]		*Agent State Claims*[3]	
Month	*New Claims*[2]	*Additional Claims*[1]	*All*	*Partial**	*All*	*Partial**	*Initial*	*Continued*
January	33,826	16,436	211,017	13,713	24,652	996	1,325	8,344
February	23,312	14,306	218,109	8,950	24,080	367	1,067	8,049
March	25,332	18,306	274,137	12,545	19,594	552	1,284	8,895
April	27,992	16,762	239,913	10,814	18,888	654	1,195	8,177
May	20,865	13,629	216,310	10,419	17,353	504	1,171	7,711
June	24,176	19,612	237,304	11,431	18,715	620	2,009	9,577
July	32,096	21,577	210,203	7,753	28,063	568	1,369	10,059
August	17,209	13,298	187,488	7,311	19,179	207	1,256	10,209
September	15,942	14,258	168,112	7,976	13,820	179	1,214	9,156
October	19,056	15,579	151,824	9,867	14,297	247	1,280	8,851
November	23,945	17,186	170,711	11,102	16,298	384	1,448	10,025
December	40,719	25,295	209,819	13,604	24,560	599	1,614	10,513
TOTAL	304,470	206,244	2,494,947	125,485	239,499	5,877	16,232	109,566

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* Includes claims both for weeks of partial and part-total unemployment.

[1] An additional claim is a notice of unemployment filed in a benefit year to begin a new series of weeks of unemployment.

[2] Does not include Agent State claims data.

[3] "Agent State" claims are those which are filed in New Jersey local offices for transmittal to other "liable" states which will pay the benefits.

TABLE 19

UNEMPLOYMENT COMPENSATION CLAIMS ACCORDING TO SEX

CALENDAR YEAR 1948

	Local Office Intake						*Benefit Payments**					
	New Claims			*Compensable Week Claims*			*Number*			*Amount*		
Month	*All*	*Female*	%	*All*	*Female*	%	*All*	*Female*	%	*All*	*Female*	%
Jan.	33,826	12,520	37.0	211,017	97,502	46.2	225,111	103,979	46.1	$ 4,291,497	$ 1,831,110	42.6
Feb.	23,312	7,523	32.2	218,109	81,569	37.3	206,707	79,588	38.5	3,971,869	1,380,487	34.7
Mar.	25,332	10,359	40.8	274,137	101,419	36.9	265,172	96,762	36.4	5,097,539	1,683,088	33.0
Apr.	27,992	14,564	52.0	239,913	106,479	44.3	259,674	111,015	42.7	4,988,568	1,964,140	39.3
May	20,865	10,664	51.1	216,310	107,554	49.7	207,270	101,375	48.9	3,993,978	1,827,316	45.7
June	24,176	12,462	51.5	237,304	124,323	52.3	239,156	122,833	51.3	4,622,716	2,226,451	48.1
July	32,096	16,812	52.3	210,203	109,945	52.3	202,509	105,186	51.9	3,964,943	1,945,746	49.0
Aug.	17,209	7,815	45.4	187,488	92,140	49.1	176,086	87,256	49.5	3,486,276	1,630,391	46.7
Sept.	15,942	6,186	38.8	168,112	79,301	47.1	176,130	83,064	47.1	3,507,637	1,562,085	44.5
Oct.	19,056	8,809	46.2	151,824	70,954	46.7	177,105	82,306	46.4	3,505,224	1,517,340	43.2
Nov.	23,945	10,575	44.1	170,711	78,766	46.1	164,288	76,276	46.4	3,250,106	1,406,500	43.2
Dec.	40,719	18,688	45.8	209,819	97,709	46.5	165,044	76,455	46.3	3,262,800	1,386,023	42.4
TOTAL ...	304,470	136,977	44.9	2,494,947	1,147,661	45.9	2,464,252	1,126,095	45.6	$47,943,153	$20,360,677	42.4

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* Excludes W.S.A. Payments.

TABLE 20

UNEMPLOYMENT COMPENSATION PAYMENTS FOR TOTAL AND PARTIAL UNEMPLOYMENT

CALENDAR YEAR 1948

	Number of Benefit Payments			*Amount of Benefit Payments*		
	All	*For Partial Unemployment**		*All*	*For Partial Unemployment**	
Month	*Payments*	*Number*	*Percent*	*Payments*	*Amount .*	*Percent*
January	225,111	14,924	6.6	$ 4,291,497	$ 166,116	3.9
February	206,707	9,327	4.5	3,971,869	100,735	2.5
March	265,172	12,252	4.6	5,097,539	129,353	2.5
April	259,674	12,249	4.7	4,988,568	127,746	2.6
May	207,270	9,834	4.7	3,993,978	103,741	2.6
June	239,156	11,819	4.9	4,622,716	125,240	2.7
July	202,509	8,912	4.4	3,964,943	94,887	2.4
August	176,086	6,765	3.8	3,486,276	73,281	2.1
September	176,130	7,579	4.3	3,507,637	81,274	2.3
October	177,105	10,777	6.1	3,505,224	114,458	3.3
November	164,288	11,352	6.9	3,250,106	124,088	3.8
December	165,044	12,158	7.4	3,262,800	129,001	4.0
TOTAL	2,464,252	127,948	5.2	$47,943,153	$1,369,920	2.9

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* Data for both Partial and Part-Total Unemployment included.
Excludes data for Seamen's Benefits.

TABLE 21

SERVICEMEN'S READJUSTMENT ALLOWANCE CLAIMS DATA

CALENDAR YEAR 1948

	Claims Filed in Local Offices						*Central Office Benefit Disbursements*	
			Compensable Week Claims		*"Agent State" Claims*			
Month	*First Claims*	*Additional Claims*	*Full Weeks*	*Partials*	*Initial*	*Continued*	*Weeks Compensated*	*Amount*
January	2,981	10,092	95,416	975	550	82	99,761	$ 1,987,699
February	2,114	6,739	97,437	663	398	70	95,253	1,900,230
March	2,195	6,962	107,312	1,024	503	90	103,837	2,070,610
April	1,774	6,426	86,760	855	433	59	91,966	1,833,289
May	1,390	6,197	68,777	784	404	56	68,902	1,372,992
June	1,682	12,886	77,651	931	557	122	74,211	1,478,929
July	1,783	10,898	77,289	857	511	143	74,372	1,482,180
August	1,427	8,442	77,891	930	416	179	74,849	1,490,811
September	1,149	6,173	66,118	717	335	108	68,429	1,363,830
October	1,099	4,731	42,304	608	318	44	44,853	892,551
November	1,259	5,597	44,473	740	371	22	43,385	862,970
December	1,430	8,126	49,294	856	416	48	47,618	947,490
TOTAL	20,283	93,269	890,722	9,940	5,212	1,023	887,436	$17,683,581

Data show activities of the Commission in the acceptance and payment of claims for unemployment submitted by Veterans under Title V of the "G.I. Bill of Rights." This program is carried on under a cooperative agreement with the Veteran's Administration and payments are made with funds provided by the Federal Treasury.

A "First" claim is one filed to secure Entitlement to weekly benefits; an "Additional" claim is filed after entitlement whenever a veteran experiences a second or third, etc., period of unemployment before his rights are exhausted; a compensable week claim is filed at the end of each week for lack of work or for sickness; Agent State claims are those accepted in New Jersey offices but sent to other states for payment.

TABLE 22

LOCAL OFFICE CLAIMS INTAKE

CALENDAR YEAR 1948

			Claims Activities					
	New	*Additional*	*Compensable Claims*[2]		*Waiting Week Claims*		*Agent State Claims*	
Local Office	*Claims*[2]	*Claims*[1]	*All*	*Partial**	*All*	*Partial**	*Initial*	*Continued*
Asbury Park	4,600	1,979	40,081	1,996	3,470	....	565	3,686
Atlantic City	9,671	2,450	92,714	7,609	7,170	268	975	7,573
Bayonne	6,333	4,906	56,281	1,422	5,164	31	123	561
Bloomfield	5,497	1,826	45,843	1,062	3,446	....	201	1,201
Bridgeton	4,773	3,303	42,172	3,507	2,951	246	223	1,214
Burlington	2,917	1,862	19,823	2,170	2,537	89	230	1,332
Camden	18,304	6,807	154,513	4,508	9,742	....	2,092	10,853
Dover	3,333	1,001	23,298	1,900	1,617	48	257	2,010
East Orange	8,254	4,649	73,602	1,111	7,430	....	338	2,021
Elizabeth	16,453	9,230	126,428	3,186	13,604	162	937	7,161
Englewood	2,130	706	17,521	1,074	774	....	130	832
Flemington	767	180	6,332	287	339	1	117	1,141
Freehold	1,473	932	15,345	915	1,167	....	118	848
Glassboro	1,486	754	11,831	633	965	3	278	1,963
Hackensack	5,285	4,981	43,672	2,673	3,435	44	541	3,741
Hammonton	2,740	1,535	21,533	4,621	1,375	....	273	1,525
Harrison	5,880	3,495	45,040	1,096	4,318	....	67	425
Hoboken	5,079	3,493	43,779	1,649	4,028	3	48	189
Irvington	4,799	2,332	41,842	2,185	3,039	....	166	1,184
Jersey City	19,954	16,064	185,437	4,453	15,772	....	295	1,515
Long Branch	1,757	4,596	15,760	2,196	2,565	....	177	1,135
Millville	2,274	668	17,648	1,114	1,249	85	66	463

Morristown	3,066	1,452	20,834	992	2,441	493	255	2,252
Mount Holly	1,020	432	8,563	488	568	1	134	969
New Brunswick	7,615	5,919	52,866	3,247	5,758	389	494	2,762
Newark	45,056	35,941	392,142	11,670	41,598	167	708	3,825
Palisades Park	2,419	999	24,045	469	1,384	....	46	283
Passaic	16,454	12,781	125,800	13,463	12,042	13	768	5,165
Paterson	19,299	14,360	151,255	9,718	17,628	2,281	941	7,740
Penns Grove	442	119	4,579	308	289	31	68	349
Perth Amboy	8,329	2,904	64,196	4,703	4,762	520	409	2,779
Phillipsburg	2,320	1,267	15,395	989	1,810	72	96	701
Plainfield	5,147	3,576	36,996	2,949	3,755	....	417	3,179
Red Bank	3,982	2,483	37,145	1,702	2,850	30	395	3,747
Ridgewood	1,026	521	6,758	315	734	2	451	3,748
Salem	1,223	398	8,943	680	664	....	73	423
Somerville	3,188	1,034	20,046	1,577	1,449	....	327	2,037
Summit	854	480	7,639	215	487	....	108	914
Toms River	1,785	639	15,356	616	1,185	....	465	4,413
Trenton	18,548	15,871	117,045	5,252	18,655	....	821	4,772
Union City	10,708	6,943	92,209	7,796	7,377	183	134	818
Vineland	3,288	3,552	25,487	3,872	2,642	671	180	1,434
Wildwood	1,532	609	15,143	1,128	1,000	44	289	2,289
Woodbury	2,228	963	17,393	587	1,664	....	436	2,394
New York	11,182	15,252	94,617	1,382	12,600	....	....	....
STATE TOTAL	304,470	206,244	2,494,947	125,485	239,499	5,877	16,232	109,566

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* Includes claims both for weeks of Partial and Part-Total unemployment.

[1] An additional claim is a notice of unemployment filed in a benefit year to begin a new series of weeks of unemployment.

[2] Agent State claims not included.

TABLE 23

SERVICEMEN'S READJUSTMENT ALLOWANCES

CLAIMS FILED IN LOCAL OFFICES

CALENDAR YEAR 1948

Local Office	*First Claims*	*Additional Claims*	*Compensable Week Claims*		*Agent State Claims*	
			Full Weeks	*Partials*	*Initial*	*Continued*
Asbury Park	339	1,409	19,135	46	175	157
Atlantic City	597	2,111	34,674	307	379	247
Bayonne	401	2,582	23,097	128	67	...
Bloomfield	550	2,356	20,045	16	125	2
Bridgeton	215	763	9,511	282	77	6
Burlington	237	1,170	10,165	155	44	2
Camden	1,585	4,941	67,710	740	361	18
Dover	358	1,277	12,077	196	71	8
East Orange	577	2,832	28,781	87	178	28
Elizabeth	1,467	7,139	51,496	303	262	56
Englewood	222	1,357	10,853	170	86	17
Flemington	80	371	2,875	2	18	...
Freehold	73	353	3,209	136	29	1
Glassboro	109	463	6,103	46	31	1
Hackensack	640	3,397	21,143	441	139	47
Hammonton	82	682	6,836	172	33	2
Harrison	371	1,395	13,663	79	59	6
Hoboken	238	1,316	13,471	151	29	...
Irvington	418	1,804	15,362	330	67	...

Jersey City	1,510	6,718	77,681	599	283	14
Long Branch	109	854	6,558	25	52	12
Millville	146	447	4,849	149	29	2
Morristown	273	1,274	9,867	204	71	4
Mount Holly	116	385	6,813	72	37	4
New Brunswick	545	2,918	18,545	200	156	3
Newark	2,229	9,883	124,420	878	635	90
Palisades Park	233	963	10,158	28	44	5
Passaic	918	3,975	30,201	573	125	19
Paterson	950	4,897	37,951	677	204	24
Penns Grove	75	235	2,456	49	27	5
Perth Amboy	554	3,747	26,541	455	126	7
Phillipsburg	208	1,079	7,794	287	54	18
Plainfield	476	2,041	13,941	103	118	10
Red Bank	337	1,706	16,194	166	97	44
Ridgewood	152	544	3,280	67	36	2
Salem	73	266	2,873	95	45	51
Somerville	239	861	6,319	32	51	11
Summit	96	348	2,708	62	32	2
Toms River	225	983	10,749	85	123	19
Trenton	992	5,625	42,441	361	335	35
Union City	737	3,874	33,989	546	105	6
Vineland	174	536	5,892	219	55	10
Wildwood	120	610	9,058	132	94	26
Woodbury	237	782	9,238	89	48	2
STATE TOTAL	20,283	93,269	890,722	9,940	5,212	1,023

Table 24

INDUSTRY ANALYSIS OF FIRST DETERMINATIONS
DURING 1947 AND 1948

Percentage Distribution According to Base Period Industrial Affiliation of Claimants Who Filed Valid New Claims During the Year

	Percent of All Claimants		
		1948[1]	
Major Industry Group	*1947*	*January to May*	*June to November*
All Groups	100.00	100.00	100.00
All Manufacturing	69.17	63.69	74.62
All Other	30.83	36.31	25.38
Manufacturing			
Food and Kindred Products	3.89	5.09	2.76
Tobacco Manufacturing	0.72	0.86	0.41
Textile Mill Products	5.60	3.99	7.22
Apparel and Needle Products	14.98	16.10	17.77
Lumber, Wood Products, Furniture and Fixtures	1.19	1.23	1.28
Paper and Allied Products	1.34	1.04	1.25
Printing and Publishing	0.64	0.75	0.87
Chemical Industry	4.31	3.40	3.63
Petroleum and Coal By-Products	0.42	0.46	0.36
Rubber Industry	0.94	0.77	1.16
Leather Industry	1.22	1.95	1.09
Stone, Glass and Ceramic Products	1.95	1.92	2.03
Primary Metals and Fabricated Metal Products	6.56	6.47	4.84
Machinery (except Electrical)	3.20	2.77	5.30
Electrical Goods and Machines	9.31	6.88	12.31
Automobile Industry	1.56	1.87	1.35
Aircraft Industry	1.43	0.45	0.41
Shipbuilding Industry	5.27	1.64	5.40
Miscellaneous Vehicles	0.22	0.23	0.09
Instruments and Small-Goods Manufacture, N.E.C.	4.42	5.82	5.09
Non-Manufacturing			
Agriculture, Forestry, Fishing and Oystering	0.32	0.63	0.25
Mining and Quarrying	0.15	0.29	0.08
Construction Contracting	5.79	11.95	3.75
Transportation, Communications and Utilities	4.49	3.65	4.40
Wholesale Trade	2.70	3.11	2.58
Retail Trade	8.06	9.05	7.97
Finance, Insurance and Real Estate	1.02	1.24	1.09
Hotels and Lodging	1.67	1.69	1.34
Small Services and Amusements	3.58	3.56	3.24
Miscellaneous Unclassifiable	3.05	1.14	0.68

Data based on a 30% sample of all Valid Determinations.
Industry affiliation determined by last employer in base-year.

[1] Before June 1—Base Wages had to be $150 or more.
After May 31—Base wages had to be 30 times the weekly rate.

TABLE 25

BENEFIT EXPERIENCE OF 1947-1948 BENEFICIARIES

Averages established by eligible claimants who began drawing benefits sometime during the first three quarters of 1947 and whose benefit years expired before Sept. 30, 1948

	Average for All Beneficiaries	*Those Who Exhausted Benefit Rights*	*Those Who Drew Benefits but Did Not Exhaust*
Weekly Rate Allowed (a)	$19.35	$18.26	$19.97
Equivalent Full Weeks Allowed (b) .	20.22	17.33	21.88
Equivalent Full Weeks Drawn	11.88	17.33	8.76
Proportion Who Exhausted	36.4%	....	....
Amount of Allowance	$406.01	$331.39	$448.77
Amount Actually Drawn	$233.12	$331.39	$176.80
Utilization of Total Allowed........	57.4%	100.0%	39.4%

(a) An Allowance pertains to a Valid New Claim and consists of ONE-THIRD BASE WAGE CREDITS at a Weekly Rate of ONE TWENTY-SECOND Highest Quarter Credits or 26 TIMES the WEEKLY RATE, whichever is the lesser. Rates calculated at less are raised to $9 and those greater than $22 are limited to that amount.

(b) "Equivalent full weeks" is the quotient obtained when total amount allowed is divided by the Weekly Rate for individual claimants. The quantity is limited by law to not more than 26 and not less than 10.

Table 26

SUMMARY OF BENEFIT EXPERIENCE OF BENEFICIARIES[1]

	1939	*1940*	*1941*	*1944*	*1946*	*1947*
			Benefit Years Ending In:			
Description	*1940*	*1941*	*Last 6 Months of 1942*	*2nd Quarter of 1945*	*3rd Quarter of 1947*	*First 3 Quarters of 1948*
Average Number of Payments Authorized (Full Weeks of Benefits	10.15	10.33	12.13	14.38	20.98	20.22
Average Equivalent-full-weeks of Benefits Received	8.26	7.74	7.47	6.05	13.01	11.88
Percentage of Beneficiaries Who Exhausted all Rights	66.7%	58.2%	39.7%	18.9%	36.88%	36.43%
Average Weekly Benefit Rate Authorized	$9.47	$9.41	$13.15	$16.72	$20.03	$19.35
Average Total Amount of Benefits Received	$82.68	$76.52	$100.27	$102.09	$265.73	$233.12
Percentage of Potential Allowed Money Actually Received	80.1%	73.3%	60.2%	41.5%	61.59%	57.42%
Percentage of All Beneficiaries Entitled to Receive Maximum[2]	8.1%	7.9%	10.3%	40.4%	40.90%	37.09%
Percentage of All Beneficiaries Who Actually Received Maximum[2]	3.6%	2.6%	1.7%	3.8%	11.10%	7.54%

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[1] A beneficiary is a claimant who, having established a benefit year, received at least one payment for some week of compensable unemployment. Many claimants establish benefit years as a result of an initial determination but return to employment before acquiring compensability.

[2] For 1939 and 1940........$15 for 16 payments = $240 maximum
For 1941 and 1944........$18 for 18 payments = $324 maximum
Since 1945 ....$22 for 26 payments = $572 maximum

Table 27

BENEFIT EXPERIENCE OF CLAIMANTS WHOSE BENEFIT YEARS BEGAN DURING FIRST THREE QUARTERS OF 1947

Percentage Distribution According to Weekly Rate and Actual Weeks of Benefits Received

		Number of Equivalent Full Weeks of Benefits Received							
Weekly Rate	*100.00%*	*No Benefits*[1] *18.18%*	*Less Than 5.00* *18.00%*	*5.00 to 9.99* *14.29%*	*10.00 to 14.99* *23.17%*	*15.00 to 19.99* *10.39%*	*20.00 to 24.99* *7.37%*	*25.00 to 26.00* *8.60%*	***Exhausted** Benefit Rights* *29.81%*
$9	4.89	0.93	0.61	0.75	2.33	0.18	0.07	0.02	2.32
$10	1.77	0.37	0.19	0.28	0.74	0.12	0.04	0.03	0.77
$11	1.84	0.33	0.23	0.26	0.81	0.13	0.07	0.01	0.81
$12	2.15	0.33	0.30	0.31	0.86	0.20	0.12	0.03	0.94
$13	2.30	0.35	0.33	0.39	0.88	0.20	0.13	0.02	0.90
$14	2.61	0.45	0.34	0.38	0.95	0.26	0.17	0.06	1.09
$15	3.08	0.45	0.36	0.44	1.11	0.36	0.19	0.17	1.30
$16	3.10	0.49	0.41	0.48	1.01	0.42	0.18	0.11	1.26
$17	3.10	0.41	0.51	0.47	0.90	0.45	0.22	0.14	1.16
$18	3.69	0.55	0.50	0.56	1.13	0.47	0.26	0.22	1.47
$19	3.72	0.55	0.53	0.50	1.08	0.49	0.41	0.16	1.48
$20	3.56	0.50	0.60	0.42	1.03	0.42	0.43	0.16	1.34
$21	3.83	0.53	0.60	0.45	1.01	0.58	0.44	0.22	1.46
$22	60.36	11.94	12.49	8.60	9.33	6.11	4.64	7.25	13.51
Exhausted Benefit Rights	29.81	....	....	....	13.86	4.53	3.67	7.75	....

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[1] Includes those who established benefit years by filing a valid "New" claim but never attained compensability.

TABLE 28

INTERSTATE CLAIMS DURING 1948

INITIAL CLAIMS FILED THROUGH LOCAL OFFICES OF OTHER STATES BY CLAIMANTS HAVING NEW JERSEY WAGE CREDITS, ACCORDING TO STATE OF ORIGIN

State	*Total Initial Claims for Year*	*Calendar Quarters of Year*			
		First	*Second*	*Third*	*Fourth*
Alabama	110	39	22	19	30
Alaska	1	1	..	..	..
Arizona	302	100	74	74	54
Arkansas	92	37	18	16	21
California	2,371	648	532	492	699
Colorado	73	18	17	19	19
Connecticut	341	94	74	96	77
Delaware	236	60	56	52	68
District of Columbia	127	30	22	38	37
Florida	3,073	952	544	497	1,080
Georgia	255	69	48	57	81
Hawaii	7	3	3	..	1
Idaho	25	6	2	5	12
Illinois	323	104	70	86	66
Indiana	131	35	29	22	45
Iowa	14	11	1	2	..
Kansas	30	16	3	2	9
Kentucky	104	29	22	20	33
Louisiana	90	31	19	19	21
Maine	126	41	21	33	31
Maryland	543	175	169	77	122
Massachusetts	504	137	116	116	135
Michigan	269	64	53	66	86
Minnesota	27	9	5	8	5
Mississippi	44	18	6	9	11
Missouri	121	43	41	13	24
Montana	6	2	2	..	2
Nebraska	9	3	4	2	..
Nevada	69	14	12	20	23
New Hampshire	126	43	35	23	25
New Mexico	22	10	4	4	4
New York	2,309	637	476	488	708
North Carolina	338	111	76	58	93
North Dakota	9	8	1	..	..
Ohio	315	68	69	75	103
Oklahoma	47	15	10	10	12
Oregon	64	13	9	24	18
Pennsylvania	3,945	1,094	1,011	841	999
Rhode Island	137	26	31	27	53
South Carolina	246	71	44	49	79
South Dakota	8	4	4	..	..
Tennessee	174	55	44	23	52
Texas	162	32	41	33	56
Utah	21	3	7	4	7
Vermont	60	19	13	13	15
Virginia	426	192	79	68	87
Washington	114	29	38	32	15
West Virginia	120	33	25	24	38
Wisconsin	37	11	12	11	3
Wyoming	11	7	1	3	..
TOTAL	18,114	5,270	4,015	3,670	5,159

Table 29

JOB PLACEMENT ACTIVITIES IN LOCAL OFFICES

Calendar Year 1948

Months	*Total Placements* *1948*	*Total Placements* *1947*	*Reception Contacts*[1]	*Visits*	*Employer Referrals*	*New Applications*	*Active File of Registrants*[2]	*Counseling Interviews*
Total	142,622	132,051	1,990,654	294,860	48,357	220,628	......	18,688
January	9,500	11,381	187,135	23,932	4,134	23,849	128,651	1,956
February	8,321	9,803	152,704	19,939	3,577	19,406	133,011	1,834
March	9,700	10,101	172,913	23,833	3,861	20,116	130,177	1,905
April	10,765	10,442	162,559	25,734	4,887	19,747	125,342	1,985
May	11,267	10,992	150,271	24,703	4,836	16,305	113,744	1,918
June	14,670	12,076	196,692	29,753	5,660	20,321	118,356	2,574
July	18,472	11,201	185,061	31,171	4,891	16,288	115,518	2,187
August	14,430	11,787	157,588	28,351	3,796	14,434	107,605	1,785
September	15,375	12,440	153,294	28,727	3,409	14,532	95,501	1,353
October	11,385	12,214	146,542	22,766	3,512	15,034	92,463	1,136
November	9,885	9,878	148,619	19,750	2,859	20,187	93,002	40
December	8,852	9,736	177,276	16,201	2,935	20,409	106,607	15

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[1] Reception includes only those individuals who appeared in local offices for employment service activities and excluded those who appeared to file Unemployment Compensation or Servicemen's Readjustment Allowance Claims only.

[2] Counted as of the last day of each month.

TABLE 30

LOCAL EMPLOYMENT OFFICE PLACEMENT ACTIVITIES

ANALYSIS OF NON-AGRICULTURAL PLACEMENTS

SUMMARY — YEAR 1948

BY OCCUPATIONAL GROUP

	Total	*% of Total*	*Male*	*Female*	*Veterans Total*	*Under 21 Years*	*Non-White*	*Handicapped*
TOTAL	122,736	100.0	56,596	66,140	26,115	7,370	49,484	3,909
Professional & Managerial	695	.6	574	121	375	39	4	50
Clerical & Sales	13,225	10.8	4,790	8,435	2,983	1,770	243	553
Service	50,565	41.2	9,138	41,427	3,088	1,886	36,936	726
Skilled	7,518	6.1	7,228	290	3,012	123	377	306
Semi-Skilled	15,880	12.9	8,890	6,990	4,776	855	2,109	742
Unskilled & Others	34,853	28.4	25,976	8,877	11,881	2,697	9,815	1,532

BY INDUSTRIAL GROUP

Industry	*Total*	*Male*	*Female*	*Non-Whites*	*Veterans*
Total Non-Agricultural Placements	122,736	56,956	66,140	49,484	26,115
Forestry & Fishing	55	55	0	6	30
Mining	130	124	6	6	65
Construction	5,475	5,284	191	999	2,549
Total Manufacturing	44,848	26,815	18,033	7,720	12,330
Ordnance	19	16	3	0	6
Food	6,828	3,690	3,138	3,110	1,515
Tobacco	96	39	57	4	11
Textile	2,837	1,731	1,106	216	845
Apparel	7,214	1,530	5,684	1,115	556

Lumber	523	454	69	98	195
Furniture	1,168	991	177	209	454
Paper Products	1,478	1,003	475	127	486
Printing & Publishing	598	381	217	58	176
Chemicals	3,384	2,471	913	392	1,282
Petroleum & Coal Products	329	287	42	101	145
Rubber	646	500	146	69	264
Leather & Leather Products	1,047	512	535	218	177
Clay, Stone, & Glass	1,984	1,444	540	308	749
Primary Metals Industries	1,666	1,401	265	253	642
Fabricated Metal Products	3,128	2,470	658	450	1,153
Machinery (Except Electric)	2,713	2,256	457	228	1,050
Electrical Machinery	3,670	1,920	1,750	180	1,055
Transportation Equipment	2,281	2,055	226	222	857
Instruments	315	182	133	12	83
Miscellaneous Manufacturing	2,924	1,482	1,442	350	629
Interstate Railroads	1,310	1,303	7	424	602
Other Utilities	1,935	1,701	234	381	896
Distribution, Wholesale & Retail	15,985	10,799	5,186	3,147	4,924
Finance, Insurance and Real Estate	1,150	675	475	179	300
Service (Except Domestic)	9,970	5,927	4,043	3,205	2,646
Domestic Service	39,544	2,064	37,480	33,061	594
Regular Government Agencies	2,302	1,823	479	347	1,165
Special Government Agencies	9	5	4	0	4
Establishments, N.E.C.	23	21	2	9	10

NOTE: In addition to the above **Non-Agricultural placements, local offices** made 19,886 placements to agricultural service establishments during the year 1948.

Table 31

TOTAL NON-AGRICULTURAL PLACEMENTS BY OCCUPATIONAL GROUPS

Showing Percentage of Total Placements

Year	*Total*	*Professional, Clerical and Sales*	*Service*	*Skilled and Semi-Skilled*	*Unskilled and Others*
1942	181,532	20,717	48,663	49,642	62,510
		11.4%	26.9%	27.3%	34.4%
1943	345,493	31,481	32,393	73,951	207,668
		9.1%	9.4%	21.4%	60.1%
1944	392,853	48,410	27,165	107,375	209,903
		12.3%	6.9%	27.4%	53.4%
1945	298,374	39,915	23,482	87,165	147,812
		13.4%	7.9%	29.2%	49.5%
1946	144,576	19,083	39,494	36,819	49,180
		13.2%	27.3%	25.5%	34.0%
1947	131,988	16,989	48,562	27,534	38,903
		12.9%	36.8%	20.9%	29.4%
1948	122,736	13,920	50,565	23,398	34,853
		11.3%	41.2%	19.1%	28.4%

Table 32

TOTAL PLACEMENTS BY INDUSTRY GROUP

Showing Percentage of Total Placements

Year	*Total*	*Mfg.* *Total*	*Agricultural* *Total*	*Domestic* *Total*	*All Others* *Total*
1939	106,463	33,285	1,766	38,314	33,098
		31.3%	1.7%	35.9%	31.1%
1940	120,397	36,373	2,353	41,460	40,211
		30.2%	2.0%	34.4%	33.4%
1942	207,868	99,130	26,336	35,984	46,418
		47.7%	12.7%	17.3%	22.3%
1944	392,853	307,734	(a)	11,516	73,603
		78.4%		2.9%	18.7%
1946	144,576	74,093	(a)	27,552	42,931
		51.2%		19.1%	29.7%
1947	132,051	54,350	63(a)(b)	36,208	41,430
		41.2%	(1)	27.4%	31.4%
1948	142,622	44,848	19,886	39,544	38,344
		31.5%	13.9%	27.7%	26.9%

(a) Agricultural placement activity discontinued between July 1943 and August 1947.
(b) Placements made to Agricultural Service Establishments.
[1] Less than one-tenth of one percent.

Table 33

NEW JERSEY STATE EMPLOYMENT SERVICE OPERATIONS

Ten Year Summary

Calendar Year	*New Applications Total*	*Job Openings Total*	*Referrals Total*	*Placements*	
				Total	*Female*
1939	294,048	(1)	181,015	111,305 (2)	66,399
1940	252,462	(1)	213,252	126,739 (3)	71,154
1941	285,484	(1)	(1)	189,354	103,527
1942	311,266	(1)	(1)	207,868	94,136
1943	269,692	(1)	(1)	354,239	130,634
1944	77,812	(1)	(1)	392,853	151,373
1945	259,444	(1)	574,591	298,374	115,550
1946	447,679	247,895	390,209	144,576	64,843
1947	273,864	197,588	313,516	132,051	67,542
1948	220,628	188,834	294,860	142,622	66,140

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(1) No record during these years.
(2) Includes 4,842 supplementary placements.
(3) Includes 6,342 supplementary placements.

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